10-9-1997

Meeting Notes 1997-10-09 [Part A]

Joint Policy Advisory Committee on Transportation

A G E N D A

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METRO

Meeting: **JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION**

Date: OCTOBER 9, 1997

Day: THURSDAY

Time: **7:30 a.m.**

Place: METRO, CONFERENCE ROOM 370A-B

*1. MEETING REPORT OF AUGUST 14, 1997 - APPROVAL REQUESTED.

2. RESULTS OF I-5 BRIDGE CLOSURE - INFORMATIONAL - Phil Selinger, Tri-Met; Claude Sakr, ODOT.

*3. RESOLUTION NO. 97-2546B - ENDORSING THE TRAFFIC RELIEF OPTIONS TASK FORCE RECOMMENDATION TO FURTHER EVALUATE PEAK PERIOD PRICING OPTIONS - APPROVAL REQUESTED - Andy Cotugno.

*4. REGIONAL FRAMEWORK PLAN/REGIONAL TRANSPORTATION PLAN - INFORMATIONAL - Andy Cotugno:

- Transmittal of Final Version of Regional Framework Plan - Chapter 2 (Transportation) as Approved by JPACT/MPAC
- Proposed Amendments to Urban Growth Management Functional Plan - Title VI (Transportation) to Implement Regional Framework Plan - Chapter 2
- RTP Public Outreach Schedule

5. INITIATION OF FY 98-99 METRO TRANSPORTATION DEPARTMENT BUDGET - INFORMATIONAL - Andy Cotugno.

*Material enclosed.

MEETING REPORT

DATE OF MEETING: August 14, 1997

GROUP/SUBJECT: Joint Policy Advisory Committee on Transportation (JPACT)

PERSONS ATTENDING: Members: Chair Jon Kvistad, Susan McLain and Ed Washington, Metro Council; Roy Rogers, Washington County; Craig Lomnicki, Cities of Clackamas County; Charlie Hales, City of Portland; Jim Kight, Cities of Multnomah County; Tom Walsh, Tri-Met; Don Wagner (alt.), ODOT; Rob Drake, Cities of Washington County; Mary Legry (alt.), WSDOT; and Mel Gordon, Clark County

Guests: Karl Rohde (JPACT alt.), Cities of Clackamas County; Patricia McCaig, Metro Council; Meeky Blizzard, STOP; Howard Harris, DEQ; N. Kay Walker and Scott Rice, Cornelius City Council; Rod Sandoz, Clackamas County; Congressman Earl Blumenauer; Kathy Busse, Multnomah County; Lavinia Wihtol, Elsa Coleman, and Mark Lear, City of Portland; Phil Donovan, Office of Congressman Blumenauer; Mary Lou Hilliker, Oregon Trucking Association; Brian Boe, Oregon Petroleum Marketers Association; Kathy Lehtola, Washington County; Dave Williams, ODOT; Paul Silver, City of Wilsonville; and Susie Lahsene, Port of Portland

Staff: Mike Burton, Executive Officer Richard Brandman, Mike Hoglund, Bridget Wieghart, Kim White, Larry Shaw, Tim Raphael, Pat Emmerson, Ruth Ann Steele, and Lois Kaplan, Secretary

SUMMARY:

The meeting was called to order and a quorum declared by Acting Chair Ed Washington.

MEETING REPORT

Mayor Lomnicki moved, seconded by Commissioner Rogers, to approve the July 10, 1997 JPACT minutes as submitted. The motion PASSED unanimously.

ANNOUNCEMENTS

Mike Hoglund announced that Andy Cotugno was on vacation and he would be providing staff support in his absence.

Shortly after the meeting convened, Presiding Officer Kvistad assumed chairmanship. During the course of the meeting, Chair Kvistad welcomed and introduced special guest and former member of JPACT, Congressman Earl Blumenauer.

RESOLUTION NO. 97-2546A - ENDORSING THE TRAFFIC RELIEF OPTIONS TASK FORCE RECOMMENDATION TO FURTHER EVALUATE PEAK PERIOD PRICING OPTIONS

Bridget Wieghart, Traffic Relief Options Study Project Manager, explained that Resolution No. 97-2546A confirms the primary goal of the Traffic Relief Options (TRO) Study which is to determine whether or not congestion pricing is a desirable traffic management tool or concept for use in this region. The TRO packet identifies nine options for detailed study which will evaluate specific types of strategies, locations, and whether they're feasible. In addition, a regional option will be developed for analytical purposes.

This resolution also adopts criteria which was previously reviewed by JPACT/Metro Council as defined on Exhibit B. Bridget reviewed the criteria which included the feasibility of implementation, transportation system performance, equity, conformity with land use and transportation plans and policies, societal and market effects, and public acceptance/political feasibility. She also spoke of the advisory task force of business and community leaders who will be responsible for providing direction for technical work and public outreach efforts during the study.

Bridget noted that public review will be sought at key milestones. At the conclusion of the study, a determination will be made as to the merit of any further consideration of these strategies.

The nine Traffic Relief Options depicted on Exhibit A were reviewed and the evaluation process discussed. Bridget reviewed the criteria used for screening as shown on Table 2 in the summary of Working Paper No. 6, attached to the Staff Report. Twenty options were eliminated up front because they didn't meet the minimum threshold for travel performance.

The remaining twenty options were evaluated on all of the criteria. Bridget reviewed the matrix and explained scoring on finance, travel performance, available transportation options and

diversion of traffic. She explained that public acceptance was based on public outreach to date. Bridget reported that the more comprehensive types of strategies have less acceptance than those that include only one lane or a spot. The quality of available alternatives, especially new capacity, also increased public acceptance. A combination of these factors was used by the task force in the public acceptance ranking. The task force selected those projects that performed better and represented a diversity of types and locations.

Councilor McLain asked whether the issue raised by the Transportation Planning Committee had been addressed. Bridget noted that the last "Whereas" had been incorporated to address their concern that the options not preclude consideration of peak period pricing or tolling elsewhere within the region.

Another question raised was whether the Interstate bridges were given consideration. Bridget responded that the study does not include Clark County and therefore the Interstate bridges are not included as an option. There is, however, an I-5 corridor alternative from I-405 to Hayden Island. The issue was discussed by the task force who felt, due to the large public involvement aspect to the study, it would be counter-productive to include areas not part of the study. She noted that WSDOT was not ready to participate as a full partner in this effort. Mike Hoglund pointed out that additional resources would be needed to cover that part of the region.

Mayor Drake reported that Bridget and Steve Clark had met with the Beaverton Downtown Task Force and, while there were no strong objections to Option 20 (Beaverton Regional Center Area - Cedar Hills Boulevard/Highway 217; Center/5th) expressed at the meeting, he'd heard from several people afterwards and felt it would be hard to implement. He said it would be interesting and informative to study due to the traffic problems in Beaverton. However, he was concerned because it would be difficult to implement from a technical perspective and there hasn't been much support expressed. He felt it would be impossible to segment downtown Beaverton in separating local traffic from people just driving through. Without some kind of complex system where only through traffic was changed which, in his opinion was infeasible, he didn't feel the support would be there.

Don Wagner commented that there is a lot to be learned about how congestion pricing might be applied to an area but he understood Mayor Drake's apprehension about Beaverton serving as a pilot project. He indicated that it would be worthwhile from an information perspective.

Discussion followed on whether or not the option should be studied if ultimately it might not be applied. Mayor Drake suggested that the strategy might be applicable at another regional center. A discussion followed on the need to meet the purpose of the grant which is for a pilot project. Mike Hoglund noted that, when the congestion pricing program was first put forward under ISTEA, the Federal Government was interested in seeing demonstration projects on the ground but had since revised its guidelines to allow for gathering of information about various options in a pre-implementation study. We could not guarantee this effort would result with a project. From a transportation research perspective, there was interest in learning how pricing applications might work in such an area.

The concern was also raised as to the potential public backlash that might result from study of the Beaverton option. There was a discussion as to whether it was worth the potential damage to the study given the small chance of this option proving viable. Mayor Drake commented on the public's recognition of the real benefits they see when a lane is added, such as on Highway 217; multi-modal improvements; or in advancing transit service, but felt that the impacts on the regional centers must also be addressed. He indicated that, while he is willing to proceed with study of the option, he would not be disappointed if the option were taken away.

Councilor McLain cited the need to obtain a lot of information about a variety of types and opportunities where these market-pricing options could be applied. She expressed concern about the time and effort devoted to study of the Beaverton option and questioned whether it was worth it if the option had little likelihood of implementation.

Bridget reported that this discussion was also held by the task force who concluded, after hearing all different perspectives, that they did not have enough information about area pricing to say that it could not work and wanted to carry the analysis forward into the next phase.

In the next round of analysis, there will be some conceptual design of the alternatives with entrances and exits and consideration given to whether just through trips should be priced, transit packages, and use of revenues (which might, for example, be dedicated to creating a grid system). The information would be modeled to determine how many people would choose to travel at a different time of day, travel on a different route, or use transit.

Mayor Drake indicated that the Beaverton Chamber Task Force did not express a strong opinion on the Regional Center Area option and agreed that not enough information is available at this time. He felt, however, that Option 20 wouldn't be implemented before some of the others. A discussion followed on whether the study should be applied to other regional centers that might have more viability. Bridget noted that other possible locations were looked at, including other regional centers, and Beaverton surfaced as the most suitable. Areas were looked at in terms of their level of congestion, good transit alternatives, and being viable regional centers.

Commissioner Washington expressed his support for the task force's work and process. He stated that it was important to respect its recommendation.

Mike Hoglund indicated that the task force could be made aware of the committee's concerns. He also indicated that, as more is learned about the options, any that are found to be infeasible for engineering or other reasons could be eliminated at that point.

Action Taken: Commissioner Rogers moved, seconded by Mayor Lomnicki, to recommend approval of Resolution No. 97-2546A as submitted, endorsing the Traffic Relief Options Task Force recommendation to further evaluate peak period pricing options. The motion PASSED unanimously.

JPACT/MPAC REVIEW OF REGIONAL FRAMEWORK PLAN AND REGIONAL TRANSPORTATION PLAN

Mike Hoglund cited the need to integrate the transportation plan components of the *Regional Transportation Plan* into the *Regional Framework Plan*. Mike reported that a JPACT/MPAC subcommittee is being formed to identify key issues that have transportation/land use implications and to formulate recommendations for consideration at a joint JPACT/MPAC meeting scheduled for September 17 at 5:00 p.m.

Participants on the subcommittee include the following:

Mayor Ogden, Chair
Councilor Rohde
Mayor Lomnicki
Councilor Washington
Councilor Kight
Chuck Peterson

Components to be looked at include the Chapter 1 policies, the RTP system maps, the level-of-service standard as a direction for building the draft Preferred RTP, and appropriate policies relating to street design and connectivity in terms of providing

direction to local governments. JPACT members were asked to review the *Regional Framework Plan* in readiness for the joint September 17 JPACT/MPAC meeting.

Commissioner Hales asked how preliminary mode split targets would be developed. Mike Hoglund responded that mode splits were developed for driving, shared ride, transit, bicycle and pedestrian based on comparisons with areas within the region and in other cities where higher mode splits have been achieved. The mode splits are set in order to reach the 10 percent VMT/capita standard for the region.

Commissioner Hales commented that, from experience, when design types are built out in regional centers, there will be a change in travel behavior. He pointed out the importance of available transit service, wanted to know about the assumptions being used, whether transit level-of-service and multi-modal targets are factored in, and emphasized the importance of several options to choose from based on funding risk and goals. Mike noted that the JPACT choice for level-of-service will affect the ability to meet mode split targets.

Chair Kvistad noted that Metro is moving quickly toward finalizing the components of the *Regional Framework Plan* and urged the committee to review the document for comments.

TRANSPORTATION GROWTH MANAGEMENT PROGRAM - METROPOLITAN AREA APPLICATIONS

Mike Hoglund explained that ODOT/DLCD has initiated the grant process for Transportation Growth Management projects. ODOT Region 1 grant requests total $6,382,063 with a preliminary allocation available of $2,761,201. A matrix of the grant requests was included in the agenda packet.

Mike spoke of the tight timeline for review, noting that grants will be awarded in early September. In view of that, he asked whether the Metro comment on the program should be a letter of support, extended by Metro's Executive Officer, for those grants that would help implement the *Functional Plan* and the *Regional Framework Plan*. Review would take into consideration connectivity, boulevard design, multi-modal needs, and mode split targets. In the past, the process has allowed time for TPAC/JPACT/Transportation Planning Committee/Metro Council review. That time is not available during this cycle of grants.

Councilor McLain supported the concept that the TGM grant review would be based on the land use/transportation connection but also cited the importance of having time for that review. Chair Kvistad suggested that an overview be provided the Transportation Planning Committee in conjunction with the Executive Officer and staff.

Mike Hoglund asked the jurisdictions to communicate with ODOT and LCDC to identify their respective priority projects. Councilor Washington, chair of the Transportation Planning Committee, was asked to work with the Executive Officer in coordinating the TGM grant review.

I-5 BRIDGE CLOSURE

Chair Kvistad commented that the I-5 bridge closure represents a good opportunity to discuss long-term options in the I-5 corridor. He cited the need to request an informal discussion on what is next, how to proceed, and how to fund further bridge needs in the corridor.

TRANSPORTATION FINANCE ISSUES

At the July 10 JPACT meeting, Chair Kvistad had asked each jurisdiction to meet with their respective boards/councils to decide what role Metro should assume with regard to pursuit of a regional transportation tax measure. In meeting with the county commissions, and verified at the recent JPACT Finance Committee meeting, there was a conclusion that there was no consensus on a regional package sponsored by Metro and that each county would move ahead with its own measure.

Multnomah County is proceeding with a vehicle registration fee increase to be split 50 percent with the cities within the county. The measure is intended for safety needs and bridge preservation. Commissioner Collier indicated that sign-off is required from their regional partners in order to put the vehicle registration fee measure on the ballot. Mike Burton indicated that an Intergovernmental Agreement (IGA) is required under state statute that must be signed by Metro, Tri-Met, City of Portland, and Multnomah, Washington and Clackamas Counties prior to implementation. He felt it would be difficult to secure signatures by all parties prior to the September 4 deadline. Commissioner Collier commented on the tight deadlines to be met for submittal of the tax measure.

Commissioner Hales expressed support of Multnomah County's approach in that it stayed away from the gas or diesel tax. He felt it was a sound and responsible interim step and wasn't aware of any organized effort against a vehicle registration fee increase. If $3-4 million in funds could be secured for asphalt maintenance during this process, he felt it would be worthwhile.

Washington County is pursuing a gas tax and a vehicle registration fee increase. The registration fee is targeted for safety kinds of improvements. Commissioner Rogers indicated Washington County may want to get to 3 cents in order to create equalization among the counties. Public hearings are scheduled for the last Tuesday in August.

Clackamas County is seeking a vehicle registration fee increase but keeping options open for a gas tax of around 3 cents that would create equalization with the other counties in this region over a period of five years. Clackamas County does not consider this an appropriate time to seek a diesel tax. The increase would be split 60 percent for the county, 40 percent to the cities within the county.

Dan Cooper, General Counsel for Metro, clarified that the IGA for the six governments is being drafted by Metro, that the document is required under state statute, and that it must be signed and in place before the vehicle registration fee has been imposed (collected). He didn't feel it would be possible to obtain all signatures prior to September 4 but felt that could occur prior to the ballots being counted in November. He cited the need for the issue to be on the Metro Council agenda around September 4. Chair Kvistad asked that Dan Cooper work with Commissioner Collier toward that end.

Metro Councilor McCaig commented that she understood the counties' plight but felt that their efforts represented a step backwards. She regarded their proposals as a precipitous move, noting that it was wrong because a comprehensive plan wasn't identified which dealt with a variety of transportation needs. She didn't feel the $15.00 vehicle registration fee increase for Multnomah County dealt with transit, light rail or 2040 considerations and questioned why Metro would be preparing the IGA if the counties did not wish Metro involvement. She further questioned the lack of regional partnership.

Mayor Drake spoke of the failure of the Legislature to enact a transportation funding package. He felt that the counties are backtracking at a time the region should be moving forward. He didn't feel the counties' proposals dealt with the real needs of the region and it saddened him but he expressed the necessity to proceed.

Commissioner Collier indicated that the county chose to go its way because Metro was not prepared to do it at this time. The effort is regarded as a "step in time" rather than a backward one and the $4.5 million/year that would be produced by the vehicle registration fee increase would help Multnomah County address its bridge needs. They have a list of projects in place and feel very prepared to undertake this effort. She asked for Metro's support as a regional partner and acknowledged that the effort will only partially provide a solution to the safety needs of the Willamette River bridges.

Mayor Lomnicki expressed agreement with Commissioner Collier but also agreed with the comments expressed by Councilor McCaig and Mayor Drake. He left the July 10 JPACT meeting with the understanding that a financial package was being developed that was of

a regional nature. He commented that we are Balkanizing this region, that he was concerned about its future, and cited the need to maintain our regional coalition.

Tom Walsh did not feel the region is in a crisis today even though he acknowledged real needs and real problems. Because the counties' tax proposals are not part of a comprehensive, long-range plan, he indicated that Tri-Met was not prepared to sign an Intergovernmental Agreement. In response, Commissioner Collier noted that Multnomah County is in a crisis with respect to its Willamette River bridges.

Councilor McLain spoke of levels of frustration experienced after the JPACT Finance Committee meeting. She felt the tax measures would merely serve as a bandaid and emphasized the need to be good regional partners in whatever coordination is required by the counties. She cited the need to be supportive in their effort and in educating the public. The other issue discussed dealt with breaking of rank and how to proceed so that Balkanization of the region does not occur. Issues to be discussed further are a ballot on crisis issues and how to proceed from here.

Mike Burton commented on the failure of the Oregon Legislature to enact a transportation funding package and the assumption that the JPACT/Metro position was a starting point for further discussions. At the July 10 JPACT meeting, each jurisdiction was asked to meet with their respective councils/boards and come back with a recommendation. He noted that there was no consensus at the JPACT Finance Committee meeting to proceed with a Metro measure. Rural road needs were discussed and the consensus was that a regional ballot measure could not be formed which would meet those needs. Mike also expressed concern that, if failure occurred in part of the region or if the measures passed in some counties, it would be difficult to achieve success on a regional package thereafter. He felt the best option would be to take the same package that went before the Legislature and submit it to the voters regionally.

Commissioner Hales disagreed and felt that people vote on perceived value and benefits at each election. He noted that local park measures passed following the regional open spaces measure and that a systems development charge was recently enacted that will collect approximately $6 million for capital projects.

Commissioner Rogers felt that, when you define regionalism, it pertains to the urban area. Washington County didn't feel it would be appropriate to proceed with a Metro funding measure on the ballot because some of their need is outside the Metro boundary. Commissioner Rogers spoke of a unified relationship with Multnomah and Clackamas Counties and achieving a goal of

equalization among the counties. He was concerned that Metro may not be prepared to draft the IGA as he felt it sends the wrong signals, but indicated that Washington County was prepared to draft one. He also noted that Washington County has significant flooding issues and has waited four years to address those problems. In addition, maintenance has been deferred. In the spirit of cooperation, he pointed out that Washington County has been a participant in all light rail projects and will continue to be a regional partner.

Chair Kvistad assured Commissioner Rogers that an Intergovernmental Agreement was being drafted by Metro and that the comments expressed by Councilor McCaig in no way reflects the opinions of all the Metro Councilors. He indicated that Mike Burton, Councilor McCaig and he would help coordinate the counties' effort.

Councilor McCaig felt that an opportunity exists to proceed in a manner that would satisfy the needs of the individual counties. She questioned sacrificing the consensus built up for a regional package and cited the need to communicate those regional needs to the voters. Councilor McCaig appealed to the counties to hold off on their ballot measures and to focus on a more comprehensive regional proposal for the ballot in March. She agreed that there is a dire need to get on with a proposal and for some action to take place. She also noted that if the counties do proceed, the measures should be consistent so that a single, understandable package can be explained to the public.

Mike Burton felt the debate was a healthy one, recognizing the need for a regional solution. If something is on the ballot in November, it sends a signal to the voters that the Oregon Legislature was ineffectual and there is need to resolve the transportation funding problem. However, it also places a limitation on the part of our efforts to deal with regional needs.

Councilor McLain assured the committee that Metro will be available as a regional partner in this effort, whether it be for coordination or to help in the education process.

Commissioner Rogers spoke of the need of the rural areas in Washington County where roads are being ground up and returned to gravel. He noted that there are cities within the region considering drafting their own tax proposals and he wasn't sure how that would impact the counties' efforts. Discussion followed on how these measures will be coordinated into a plan for the region.

Councilor Rohde of Lake Oswego felt that the public does not feel the crisis is as great as being suggested. Lake Oswego felt that they were rushing toward some proposals in order to get them on the November ballot. Lake Oswego also felt there was need to

have broader discussions throughout the community and that there was not enough time to get a successful measure passed.

Mayor Lomnicki felt the counties' tax measures are merely a stop-gap measure until something else is in the works. He felt the three-county effort recognized the need to stabilize that foundation, to equalize the types of transportation funding within the region, to move forward with our arterials and transit program, and that it represents just one step of a coordinated effort that is moving forward.

Discussion continued regarding how the Legislature put the region at risk in terms of local road and transit needs. Chair Kvistad felt that the critical component is having a functional region.

Commissioner Collier noted that there wasn't consensus to go out for a regional package or go out past November. The counties reached consensus to address certain needs and decided to move forward with the revenue proposals in view of their agreement and momentum. She disagreed with the belief that there is no description of what is to follow and no specific plan. Commissioner Collier spoke of Multnomah County being supportive of three different Tri-Met measures for light rail, while putting their own needs aside, because they believed in the transit system. She couldn't understand Tri-Met withholding its signature on the IGA at a time when Multnomah County is seeking a stop-gap measure as an interim solution for their needs.

Chair Kvistad thanked the group for their comments and recognized that a lot of work needs to be done in the area of transportation finance.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton
JPACT Members

MEETING REPORT
JPACT/MPAC/TRANSPORTATION PLANNING COMMITTEE WORKSESSION
SEPTEMBER 17, 1997

The joint meeting of JPACT/MPAC and the Transportation Planning Committee was called to order by JPACT Chair Jon Kvistad for the purpose of receiving an overview and reviewing the Subcommittee Report on Chapter 2 of the Regional Framework Plan and the Committee's recommendations.

Committee members present included: Chair: Rob Drake, Mayor of Beaverton; Jon Kvistad, Ed Washington, Susan McLain, Lisa Naito, Metro Councilors; Grace Crunican, ODOT; Ed Lindquist, Clackamas County Commissioner; John Hartsock, Clackamas County Special District; Tom Lowery, Clackamas County Chuck Peterson, Clackamas County; Jean Schreiber, Clackamas County; Jill Thorn, Clackamas County; Tom Walsh, Tri-Met, General Manager; Dean Lookingbill, City of Vancouver (SW RTC); Bob Baker, Vancouver, WA Councilor; Richard Benner, Growth Council State Agency; Charlie Hales, City of Portland Commissioner; Scott Leeding, (Appointment Pending); Robert Mitchell, Washington County; Lou Ogden, Washington County; Linda Peters, Washington County Commissioner; David Ripma, Multnomah County; Dan Saltzman, Multnomah County; Bud Farm, Multnomah County Special Districts; Gussie McRobert, Multnomah County; Jim Zehren, Citizens of Metro

Guests present from MCCI included: Bob Bothman, Peggy Neff, Holly Isaak, Bob Wiggin, Jim Robison, Kay Durlschi, Patty Mamula, Aleta Woodruff, Jerry Penk, Stefan Stent, Jason Franklin, Ray Sherwood, Bob Stacey, Kim Vandehey, Bebe Schindler. Other guests included: Doug Bollam, Citizen; Maureen Murphy, Citizen; Cindy Sturm, Citizen; G.B. Arrington, Tri-Met; Paige Norris, David Evans & Assoc.; Jim Peterson, Multnomah NA; Steve Dotterrer, City of Portland; Meeky Blizzard, Sens. Transp. Op. For the People; Chris Wrench, CAC to RTP Update; Dan Layden, ODOT; Paul Silver, City of Wilsonville; W. James Kuhl, Rosemont Property Owners; Betty Atteberry, SCH, Maggie Collins, City of Milwaukie; Fred Nussfaun, AORIA; Rebecca Ocken, City of Gresham; Gary Katsion, Kittelson & Assoc.; Scott Rice, Cornelius City Council

Staff present included: Mike Burton, Metro Executive Officer; Andy Cotugno; Richard Brandman; Larry Shaw; John Fregonese; Tom Kloster; Pamela Peck; Kim White; Rich Ledbetter; Mark Turpel; Beth Anne Steele; Emily Kaplan; Marjorie Taylor; and Jana Brey, Recording Secretary

Media representation included: Gordon Oliver, The Oregonian

The minutes from the last meeting, July 16, 1997 were approved unanimously.

SUBCOMMITTEE REPORT ON CHAPTER 2

Mayor Lou Ogden explained that the Subcommittee met three times to review Chapter 2 of the RFP. The Subcommittee's focus was to ensure the policies and information were consistent with the RTP. Concerns were raised in those meetings in regards to motor vehicle levels of service and street design guidelines versus requirements. The

Subcommittee in the end, was in general concurrence with the recommendations of the staff. The Subcommittee was thanked for their time and for eliminating vague language.

OVERVIEW OF CHAPTER 2 OF REGIONAL FRAMEWORK PLAN

Andy Cotugno reiterated the goals being accomplished and the timeline for adoption of the RFP. The Metro Council is mandated to adopt the RFP by the end of the calendar year. Currently the RFP is undergoing changes and amendments are being incorporated that are necessary to finalize it as a recommendation from MPAC and JPACT. Chapter 2, per the timeline, must be approved by the joint committees at this meeting. Once the draft is approved, the RFP is scheduled for public hearings before the Metro Council. All comments from the general public and jurisdictions will be considered, incorporated and then brought back to the joint committee for final comment and approval. After the Council finishes their hearing process but before it's scheduled for final adoption, the Committee will have a final opportunity to comment on any potential amendments the Metro Council may have under consideration at that time.

Both Committees were involved last year in drafting Chapter 1 of the RFP that sets the substantive direction of transportation. Chapter 2 of the RFP adapts what was set forth in Chapter 1 of the RFP. Andy focused his briefing on the major areas that no consensus of direction had previously been reached. These areas were highlighted in a handout that compiled the issues, comments and proposed changes received during the review process with the staff's recommendations.

1. Relationship between RFP and the RTP. The question was raised in how to deal with inconsistencies between the two documents. The RFP will be the governing policy document. However, the RTP adoption process will likely produce amendments to the RFP.

2. Motor Vehicle Levels of Service Standards. The standards for Motor Vehicle levels of service were included in the Functional Plan last fall for the regional centers and mixed-use areas. Other 2040 areas had been decided yet. The standards work on the basis that If you don't have good transportation alternatives, then a higher level of motor vehicle level of service is appropriate. It was recommended that on some selected regional highway corridors, no standard should be set, but instead work with ODOT on a case-by-case basis to see what is appropriate. Discussion centered on the issue that lower standards region-wide would cause all parts of the region to be equally congested and the areas that didn't fall below the standards, wouldn't get any funding. While others argued that the Committee spends money where there is the greatest problems or the greatest opportunities. If the standards are lowered, the focus will switch to transit levels of service and mixed-use. The RTP's purpose is to define how to do a project, be financially strategic and to maximize resources.

3. Transit Levels of Service Standards. There has never been a transit level of service standard before. Alternatives to transportation are becoming increasingly

important. Questions being asked include: what constitutes reasonable transit service? What parts of the region should expect to have reasonable transit service? This section defines inadequate transit and provides the basis for developing a plan to make it better. Three basic categories: 1) Neighborhoods and households - which are the most important and more viable. Need thresholds for when transit is not adequate. First priority is to have good quality service for households and employment that are within a quarter mile of those areas in the central city, and regional centers; 2) the routes that provide coverage should be competitive with the automobile. Routes should go into all regional centers; 3) And you should have access into the regional center or central city. In areas that have another 2040 designation, like industrial areas or town centers, there is a much lower density. Therefore some degree of service per the density threshold should be provided but not as high quality as for regional centers. Information provided includes both speed and frequency. TPAC's recommendation is to propose something and try it out. Several comments were also made regarding too much jargon in the Framework Plan. It needs to be made easier to read and understand. The transit standard states a traveler's total commute trip time should not be worse more than two times that of the time it would take a traveler by car. The peak hour on major transit corridors needs to beat 1 1/2 times off-peak auto commute time.

4. Transit Map. Andy briefed the Committee on questions that were raised and amendments suggested to better the public transit map that is included in the Framework Plan. The map changes better reflect the direction of transportation in terms of high capacity transit and rail systems. "High Capacity Transit" should designate where high quality, high speed transit should be considered, such as light rail, commuter rail or express bus. "Proposed" should designate those corridors that we have decided the mode. "Planned" should designate those corridors that we have decided the financing.

5. Local Street Connectivity. The Functional Plan adopted last fall calls for street connectivity between 8 and 20 streets per mile in developing areas. The consultant's case study found that the most benefit from traffic circulation point of view was between 10-16 connections per mile. The staff is proposing that both Functional Plan and Title 6 be amended to incorporate the 10-16 range. When possible, more connections should be provided for pedestrians.

6. Street Design Guidelines. The consultant presented Street Design Guidelines and a manual that proposes treatments for pedestrians, medians, buffer strips, etc. for a design classification system that is defined in both the RTP and RFP. The classifications include boulevards, streets, roads, and throughways. The recommendation was to consider guidelines across all classifications of streets and that they continue to be just guidelines. In addition, the "boulevard" map in Title 6 with Draft 3.0 of the Street Design map provides design designations for all regional facilities. The standards set last year are no longer valid.

7. Modal Targets. The Functional Plan adopted last year states that local governments should set targets for non-single-occupant vehicle. However, no

guidelines are set and there is no indication what numbers are needed. Networks have been designed to guide the RTP around meeting the state's 10% reduction in VMT per capita. Draft targets, by different geographic modes and trip length, were set to determine how to scale down the traffic. These targets would not be an absolute number but a range to give people an idea of order of magnitude it takes to get to that 10% reduction level. Again concerns were raised in regards to money allocation. JPACT's criteria, adopted in the past, includes criteria for support of the 2040 Growth Concept.

8. Local Plan Compliance. Recommendation is that concurrent with Council's adoption of the Framework Plan, there be an amendment to Title 6 of the Urban Growth Management Functional Plan to include three issues: the motor vehicle level of service, street design guidelines and revised connectivity requirements. The concurrent amendments are therefore applicable to local governments upon their adoption. Larry Shaw explained that the RFP completed by the Charter Committee didn't look into regional law. RUGGO has changed since 1991. The first eight chapters are similar to RUGGOs and are only Metro related. Individual Functional plans will be inside the RFP and everything will comply with the Framework Plan. The portion of the RFP summarized in Chapter 9 affects local government.

A vote was taken on the final changes to Chapter 2 to be released for public review.

Grace Crunican moved the following change:

"2.18.7. Mode split will be used as ~~the~~ a key regional measure for transportation effectiveness in this region. Metro shall establish an alternative mode split target (defined as non-Single Occupancy Vehicle person trips as a percentage of all person trips for all modes of transportation) for each of the 2040 Design Types identified in Table 3, below."

Her motion failed for lack of a second.

Commissioner Charlie Hales moved to approve Chapter 2 with the "Discussion" and "Consent" amendments reflected in the staff report plus amend the language of 2.28. Motor Vehicle Level of Service to the following:

One-hour of significant congestion is expected in both the a.m. peak-hour of the day and the p.m. peak-hour of the day within the Central City, Regional Centers, Main Streets and Station Communities because of the level of activity expected to occur in these areas. This ~~one hour of significant~~ level of congestion is acceptable in these 2040 Design Types because the opportunity to use alternative modes of travel is greatest in these areas. However, more than one-hour of significant congestion in either the a.m. peak-hour of the day or p.m. peak-hour of the day is unacceptable, with the preference being that these areas remain substantially uncongested for the remainder of the day.

In favor were the following:

Commissioner Dan Saltzman
Councilor Susan McLain
Commissioner Linda Peters
Mayor Lou Ogden
Commissioner Charlie Hales
Mayor Rob Drake
Councilor Ed Washington
Councilor Jon Kvistad
Commissioner Ed Lindquist
Dean Lookingbill

Against: Grace Crunican

It was passed unanimously by the MPAC Committee.

ADJOURNMENT

There being no further business, the worksession was adjourned.

REPORT WRITTEN BY: Jana Brey

COPIES TO: JPACT Members
MPAC Members
Transportation Planning Committee Members

Lessons Learned From Trunnion Trauma

Preliminary Assessment

October 9, 1997

The I-5 Bridge Trunnion Repair Project came to an early and successful conclusion. What started as an anticipated 21-day bridge closure concluded with only six days of full closure of the northbound bridge. The full closure which occured on September 16, 1997 was preceded by night closures of limited duration and followed by two night closures from 11 pm to 5 am.

This Project was unique and significant for a number of reasons:

1. The innovation which allowed Christie Constructors to complete the work in six days demonstrates the merits of contract incentive packages for critical public transportation projects.

2. The Project's Traffic Management Plan was assembled in a short time with a exceptional level of cooperation among many agencies including the Oregon Department of Transportation, Washington State Department of Transportation, City of Vancouver, City of Portland, Clark County, Tri-Met, C-TRAN, Metro, the Southwest Washington Regional Transportation Council, the Port of Portland, Amtrak and the Burlington Northern Santa Fe Railway.

3. A range of well utilized transportation alternatives from bikes, to trains, to buses and carpools was the strength of the Traffic Management Plan. (See attached tables.)

4. Strong support from employers as well as freight and retail business interests was instrumental in the trip reduction efforts.

5. Despite accusations of "overkill", a responsive news media prepared the public for the closure and reduced traffic beyond expectations and the TMP target.

6. Instead of illustrating a future of traffic congestion, the bridge closure demonstrated the public's resiliency and willingness to try other modes of transport - including trip reduction concepts such as telecommuting.

7. The closure built and strengthened jurisdictional "bridges" across the river which will be important as together we address increasing bi-state issues.

There are encouraging indicators here, but the short duration of the closure limited our ability to understand how long the public would sustain their trip reduction efforts. The pending evaluation should indicate how much of the trip reduction was short term actions such as taking vacation and staying with friends across the river. The trip reduction and diversion was slipping each day of the closure and never reached equilibrium.

A follow-up household survey, an analysis of gathered data, and a review of field

Traffic and Alternative Modes Use Summary
Preliminary Estimates

Peak Three-Hour Traffic Volumes

Counts taken by automated counters at I-5 and I-205 bridges.

Vehicle Trips	Mornings (5 to 8 am)			Afternoons (3 to 6 pm)		
	I-5 SB	I-205 SB	Total	I-5 NB	I-205 NB*	Total
baseline	13,700	14,330	28,030	15,800	19,050	34,850
16-Sep	4,444	15,397	19,841	5,506	16,039	21,545
17-Sep	5,228	12,810	18,038	7,501	14,639	22,140
18-Sep	5,697	14,335	20,032	8,116	17,773	25,889
19-Sep	6,345	14,738	21,083	8,342	19,179	27,521
22-Sep	9,661	14,256	23,917	12,704	17,398	30,102
23-Sep	12,024	12,821	24,845	14,067	17,962	32,029

* On 9/17 at 4:00 pm an accident on I-205 northbound reduced 4 to 6 pm counts by an estimated 1,500 trips.

% Vehicle Reduction	Mornings (5 to 8 am)			Afternoons (3 to 6 pm)		
	I-5 SB	I-205 SB	Total	I-5 NB	I-205 NB*	Total
16-Sep	68%	-7%	29%	65%	16%	38%
17-Sep	62%	11%	36%	53%	23%	36%
18-Sep	58%	0%	29%	49%	7%	26%
19-Sep	54%	-3%	25%	47%	-1%	21%
22-Sep	29%	1%	15%	20%	9%	14%
23-Sep	12%	11%	11%	11%	6%	8%

Amtrak Ridership Summary

Three trains peak direction, two trains off-peak direction. Totals for all trains each direction are shown.

Boarding Rides	Mornings			Afternoons			Daily
	SB	NB	Total	NB	SB	Total	Total
16-Sep	553	140	693	570	135	705	1,398
17-Sep	486	141	627	573	185	758	1,385
18-Sep	434	99	533	583	230	813	1,346
19-Sep	337	78	415	533	277	810	1,225
22-Sep	230	61	291	396	273	669	960
23-Sep	98	34	132	160	118	278	410

Counts reflect a significant number of "pleasure" rides in the afternoons.
As a courtesy, Amtrak carried a few commute riders on the afternoon Talgo train.

Added C-TRAN Bi-State Commuter Boarding Rides

Counts are taken in the mornings. Balanced afternoon ridership is assumed.

Additional Boarding Rides	Mornings SB	Total Rides
16-Sep	488	976
17-Sep	695	1,390
18-Sep	246	492
19-Sep	320	640
22-Sep	-48	-96
23-Sep	129	258

New Bi-State Carpool Trips

Average Auto Occupancy	Mornings (7 B22to 8 am)			HOV lane violations		
	I-5 SB	I-205 SB	Total SB	I-5 SB	I-205 SB	Total SB
baseline	1.07	1.06	1.07	na	na	na
16-Sep	1.27	1.19	1.21	5%	2%	3%
17-Sep	1.21	1.16	1.18	10%	1%	4%
18-Sep	1.19	1.16	1.17	5%	1%	2%

Note: Checks during the closure taken at Evergreen overpass on I-5 and at 10th Avenue overpass on I-205.
Checks are based on actual head counts for all lanes of traffic. Three days only. Excludes buses.
Violations are taken from occupancy checks and shown as a percentage of vehicles in all lanes.

Added Person Trips in Carpool	Mornings (5 to 8 am)			Afternoons (3 to 6 pm)		
	I-5 SB	I-205 SB	Total SB	I-5 NB	I-205 NB	Total NB
16-Sep	889	2,002	2,891	1,102	1,924	3,026
17-Sep	732	1,281	2,013	1,050	1,464	2,514
18-Sep	684	1,434	2,118	974	1,777	2,751

Note: Carpool data based on occupancy counts - all lanes. Assumes 5-person vanpools, max 3-person carpools.
The difference in the before/after occupancy rate was then applied to automated vehicle counts.
Assumes PM occupancy is similar to AM occupancy as observed. Buses are excluded (see C-TRAN statistics).

Traffic and Alternative Modes Use Summary
Preliminary Estimates

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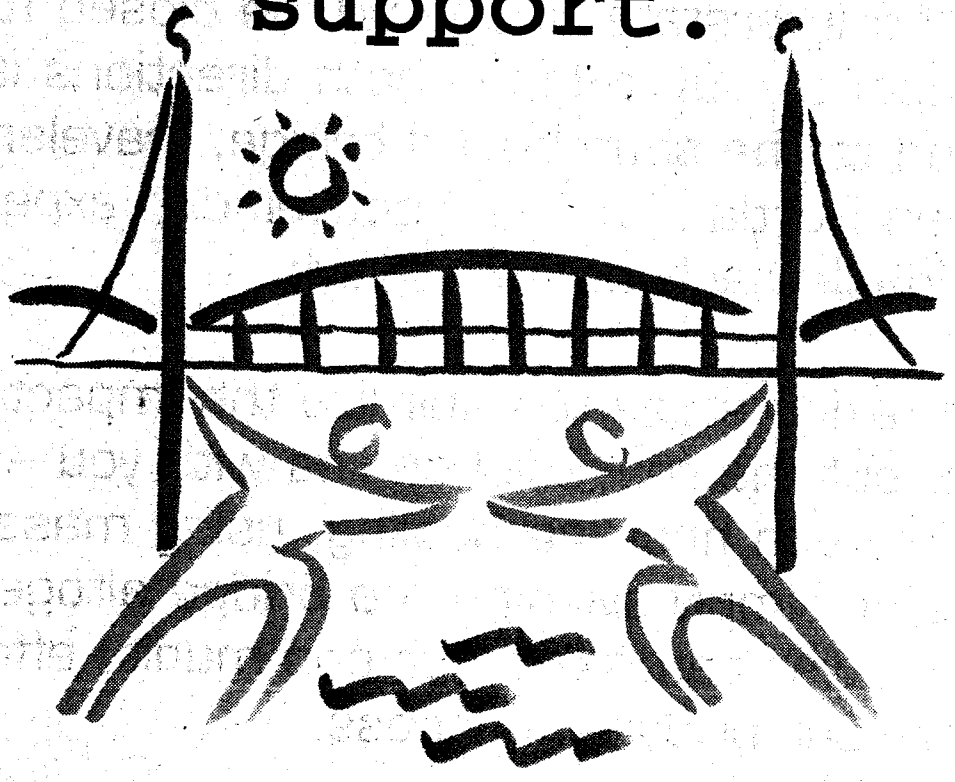
Counts reflect a significant number of "pleasure" rides in the afternoons.

your bridge needs your support.



COMMUTER GUIDE

A "how to" guide to help you change your commute during construction on the Interstate 5 Bridge.

Dear Commuter,

Beginning September 16, the northbound lanes of the I-5 Interstate Bridge will be closed for vital repairs. As traffic in both directions is diverted to the southbound bridge, travelers between Portland and Vancouver can expect unavoidable backups and delays.

We're taking steps to minimize the impact on traffic, but the real solution lies with you – avoiding rush hour, carpooling, using mass transit or simply avoiding the bridge altogether. Your answer can make our community effort to support our bridge a success.

Traffic Management Plan Committee

Oregon Department of Transportation
Clark County Commission
City of Portland
City of Vancouver
S.W. Washington Regional Transportation Council
Tri-Met Board of Directors
Washington Department of Transportation
C-TRAN Board of Directors
Metro

Interstate Bridge Repair Project Summary

Why the repair is needed:

One of the trunnions (part of the mechanism which lifts the bridge) on the northbound structure has developed a crack. The crack is slowly growing and repairing it now ensures the integrity of the bridge and the safety of the public who utilize it every day.

Dates for the repair:

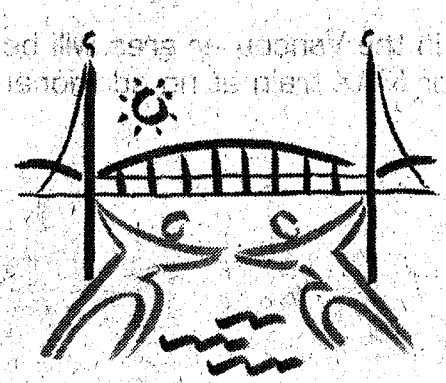
Repairs begin on September 16, 1997. September was chosen to allow maritime traffic to pass under the bridge during low water without requiring the use of the drawbridge. The anticipated completion is within 21 days of the start of the project.

Traffic Management Measures

Reversible Lane – Bridge traffic flow will be narrowed from six lanes down to three. To help ease the pressures of morning and evening rush hours a reversible lane will be in place on the I-5 Bridge. The center lane will accommodate northbound traffic from noon to midnight, and switch to a southbound lane from midnight to noon.

Express Lanes – New High Occupancy Vehicle (HOV) lanes will be created on I-5 and I-205 and will be designated for buses and carpools with two or more persons.

I-5 Ramp Closures – For safety reasons, closures will occur at these locations: SR-14/Washington Street southbound onto I-5; at Hayden Island and Marine Drive northbound onto I-5; and on Everett and Grand eastbound onto I-84.



Tri-Met Special Programs

Line 5 Interstate buses from downtown Portland will operate on regular schedule and terminate at Kenton Park. Three shuttle routes denoted by red, green or blue will then transport riders from Kenton Park to Jantzen Beach and Vancouver. Shuttles will travel in the designated carpool/bus lanes on I-5 and will run frequently to maximize transfer connections to and from Line 5. All shuttles and Line 5 Interstate buses will run seven days a week from about 5:30 a.m. to 10:30 p.m., every 15 to 30 minutes. See page 6 for shuttle maps.

- ▲ The Red Shuttle will operate between C-TRAN's 7th Street Transit Center and Jantzen Beach.
- ▲ The Blue Shuttle will operate between Kenton Park and Jantzen Beach.
- ▲ The Green Shuttle will operate between Kenton Park and C-TRAN's 7th Street Transit Center.

Additional MAX trains will run every five minutes during rush hours from the Gateway Transit Center to downtown Portland to accommodate the expected increase in ridership during the construction period. Tri-Met "Ask Me" volunteers will be on site to help guide passengers to MAX and other bus routes. See page 10 for information about the Gateway Transit Center.

In addition to regular Line 12 service, Sandy Blvd. Limited Stop Service will run from Parkrose Park & Ride to downtown Portland every 15 minutes between 6 a.m. and 9 a.m., and from downtown Portland to the Parkrose Park & Ride every 15 minutes between 3 p.m. and 6 p.m. Stops will be made only at the intersections of 82nd, 57th, 42nd, 12th Avenues and N.E. Sandy Blvd., bypassing the Hollywood Transit Center. The Limited Stop Service will carry the "Line 12" name and number, along with the word "Limited." See page 11 for the Parkrose Park & Ride location.

Bus service from Amtrak/Union Station to downtown Portland will increase. In addition to the 15+ bus lines which regularly serve Union Station, additional buses will be deployed to run from Union Station. Tri-Met volunteers will answer questions and direct passengers to the nearest bus stop. Downtown boarding points to Union Station are designated by signs every two blocks on SW 6th. See page 7 for details.

C-TRAN riders originating in the Vancouver area will be given a Tri-Met receipt to transfer to a Tri-Met bus or MAX train at no additional cost. The transfer is valid all day.

AMTRAK Free Commuter Rail Service

Running weekdays between the Vancouver Amtrak Station and Portland's Union Station. Service is free and no reservations are necessary. Please arrive early to assure your seat. Trip time is estimated at 20-30 minutes. Connects to Tri-Met's fareless square at Union Station; shuttle to C-TRAN's 7th Street Transit Center from Vancouver's station.

Parking

In Vancouver, parking for Amtrak Rail Service is at Park & Ride location #11, at Fourth Plain Blvd. and Kotobuki Way. Take Fourth Plain Blvd. West from I-5 to Kotobuki Way/Fruit Valley Road. Turn south on Kotobuki Way and follow the signs. An attendant will direct you. Allow enough time for the shuttle ride to the Amtrak Station. Call C-TRAN for Amtrak Shuttle schedule information.

In Portland, parking will be available between Union Station and N.W. Front and at the corner of Broadway & Hoyt streets.

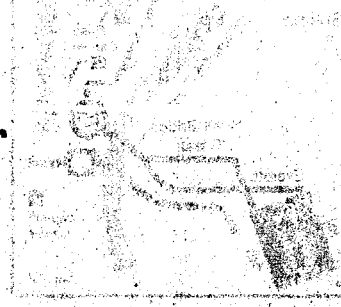
Schedule

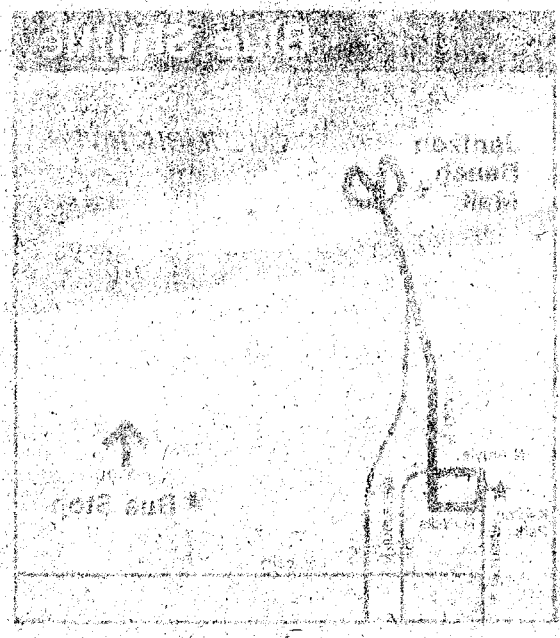
Morning, leaving Vancouver
5:30 a.m.
6:45 a.m.
8:00 a.m.

Morning, leaving Portland
6:00 a.m.
7:15 a.m.

Evening, leaving Portland
4:00 p.m.
5:15 p.m.
6:30 p.m.

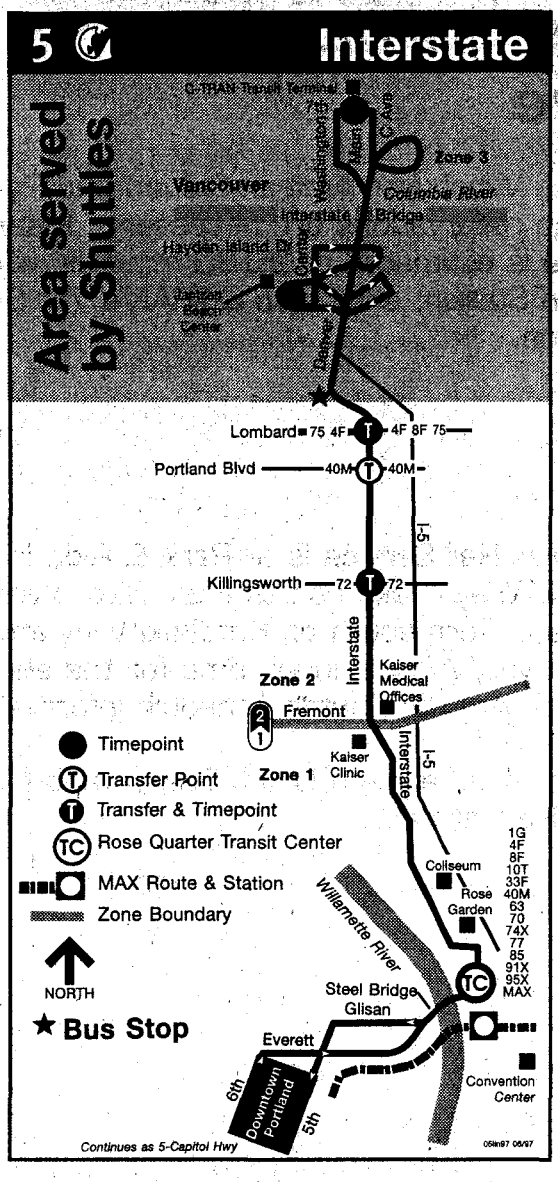
Evening, leaving Vancouver
4:30 p.m.
5:45 p.m.

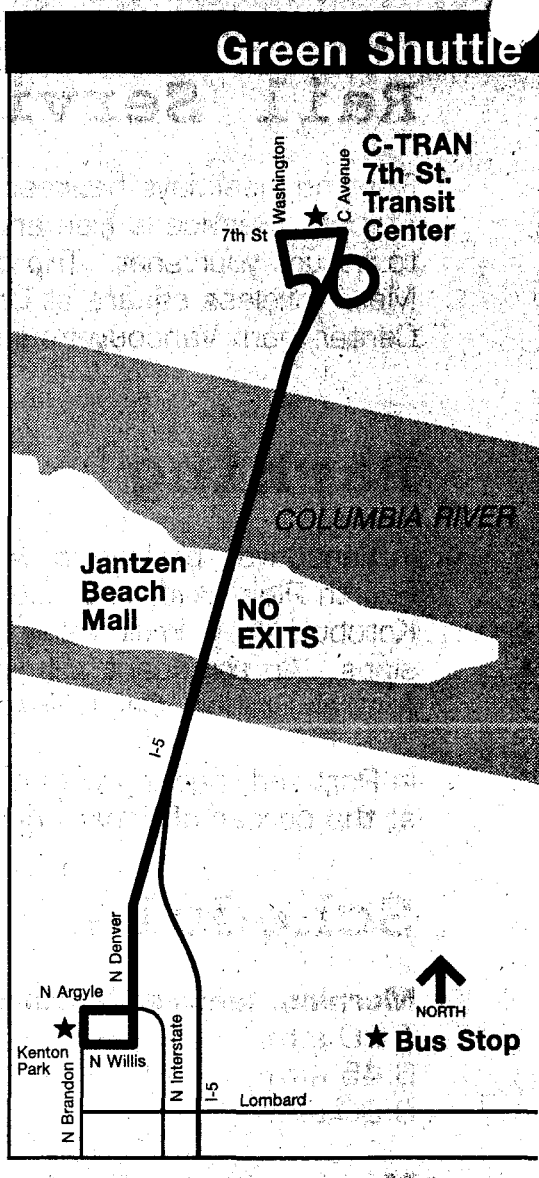


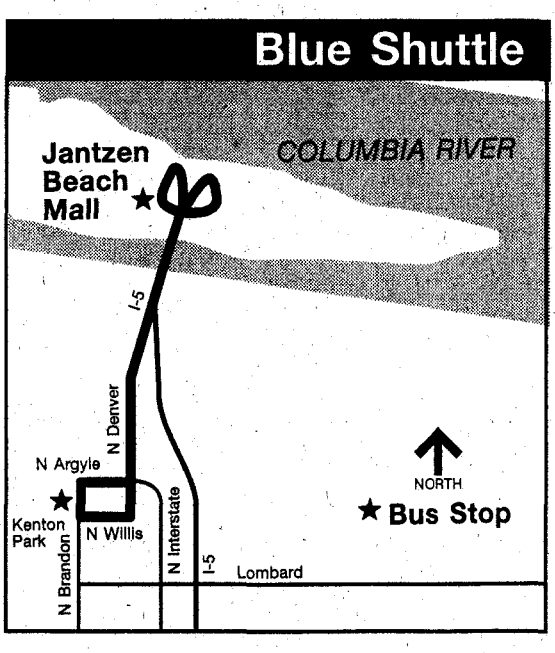


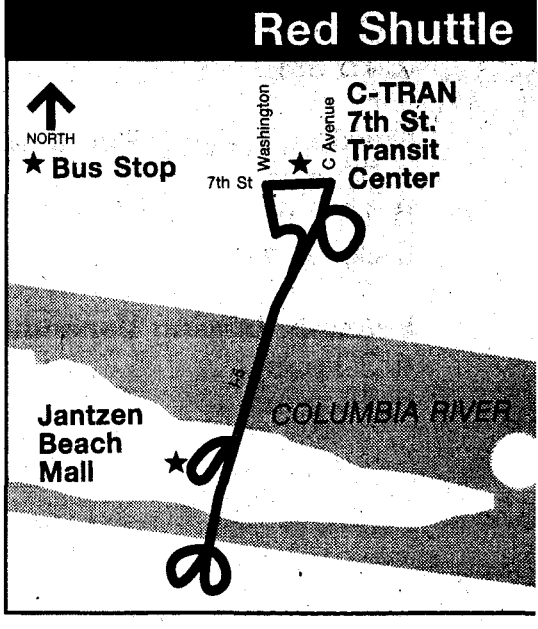
Tri-Met I-5 Shuttle Service

During the closure, regular Line 5-Interstate buses will not operate across the bridge. Line 5 buses will connect with the Blue and Green Shuttles at Kenton Park in North Portland, near Interstate and Lombard. The Blue Shuttle will operate between Kenton Park and Jantzen Beach. The Green Shuttle will operate between Kenton Park and downtown Vancouver. The Red Shuttle will operate between Jantzen Beach and downtown Vancouver. Shuttles will operate weekdays, Saturdays and Sundays from about 5:30 a.m. to 10:30 p.m., every 15 to 30 minutes. Line 5 Shuttles will not serve Hayden Meadows.



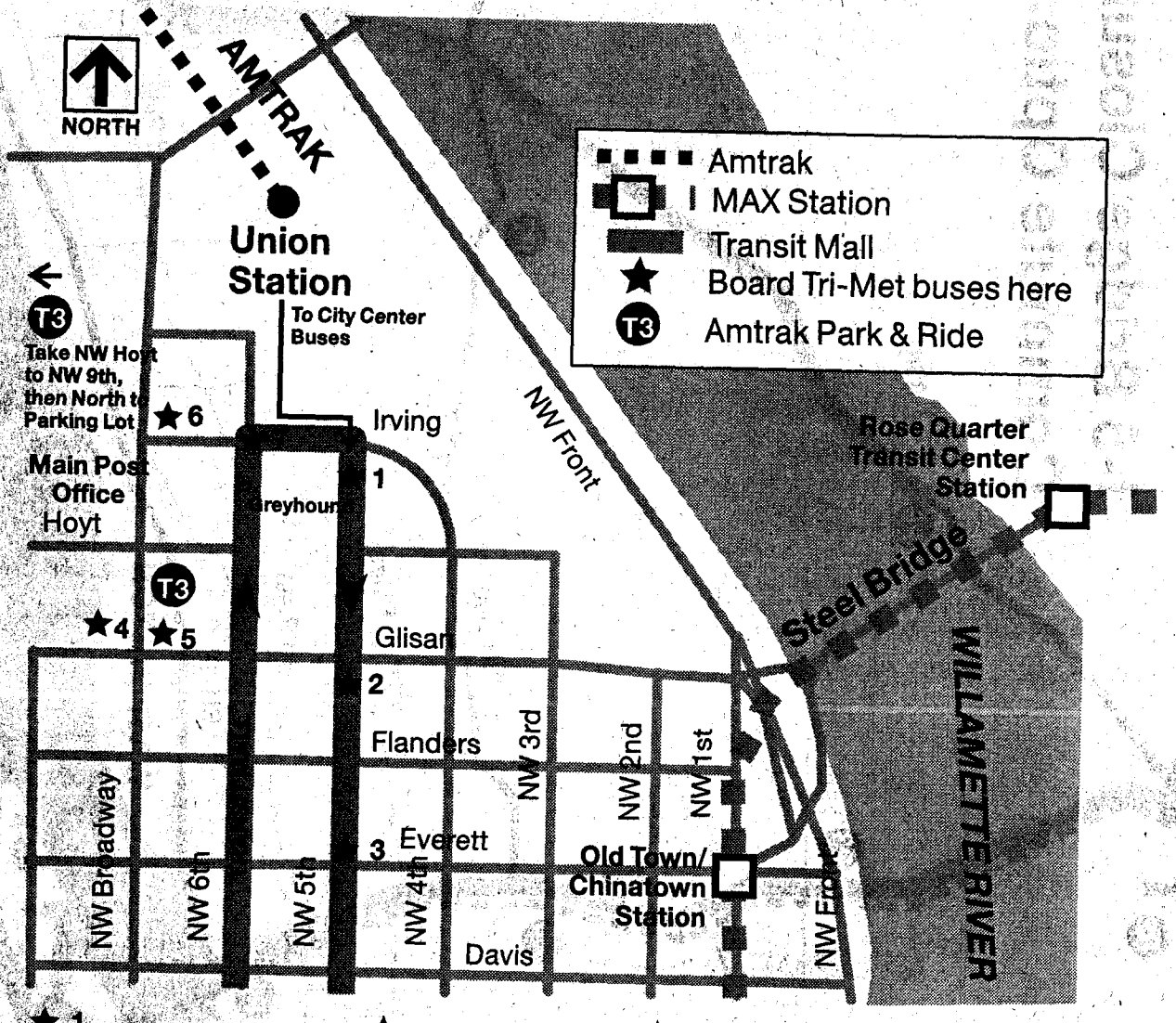






Tri-Met Bus Service at Union Station

From Union Station, you may board any bus that stops on NW 5th Avenue at Irving for service into the city center. Returning from the city center, board any bus at "Service to Union Station" stops on 6th Avenue between SW Salmon and NW Flanders.



★1
NW 5th & Irving
14-Hawthorne
31-Estacada
32-Oatfield
35-Macadam
54-Beaverton-Hillsdale Hwy
56-Scholls Ferry Rd
57-Forest Grove
58-Sunset
59-Cedar Hills
60-Leahy Road
88-SW 198th Ave
89-Rock Creek
96-Tualatin I-5

★2
NW 5th & Glisan
1-Vermont
5-Capitol Hwy
8-Jackson Park

★3
NW 5th & Everett
4-Division
10-Harold
33-McLoughlin
40-Tacoma

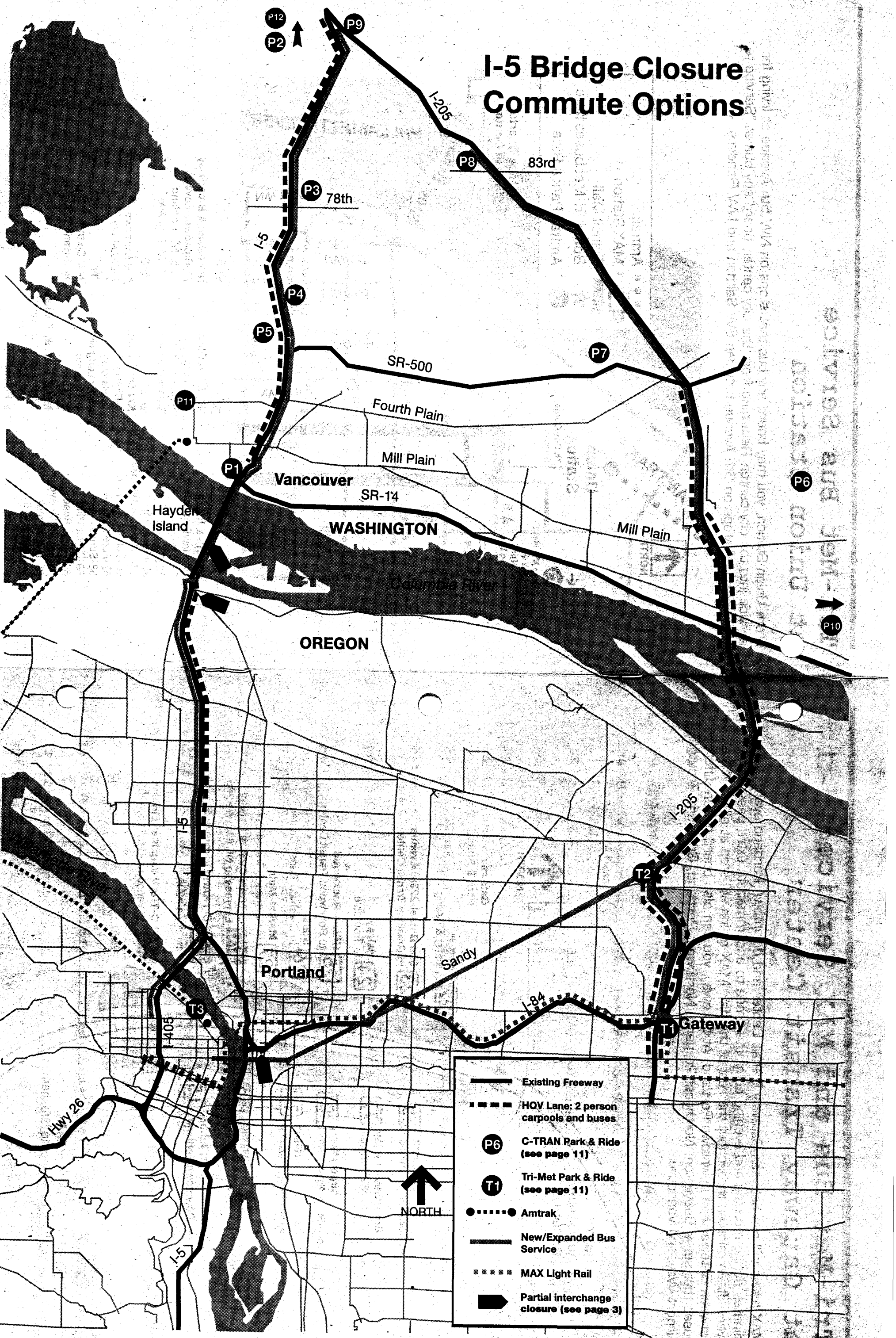
★4
NW Broadway & Glisan
77-Broadway-Lovejoy to NE Portland
9-Powell

★5
NW Glisan & Broadway
77-Broadway-Lovejoy to NW Portland
17-NW 21st Ave

★6
NW Broadway & Irving
9-Broadway

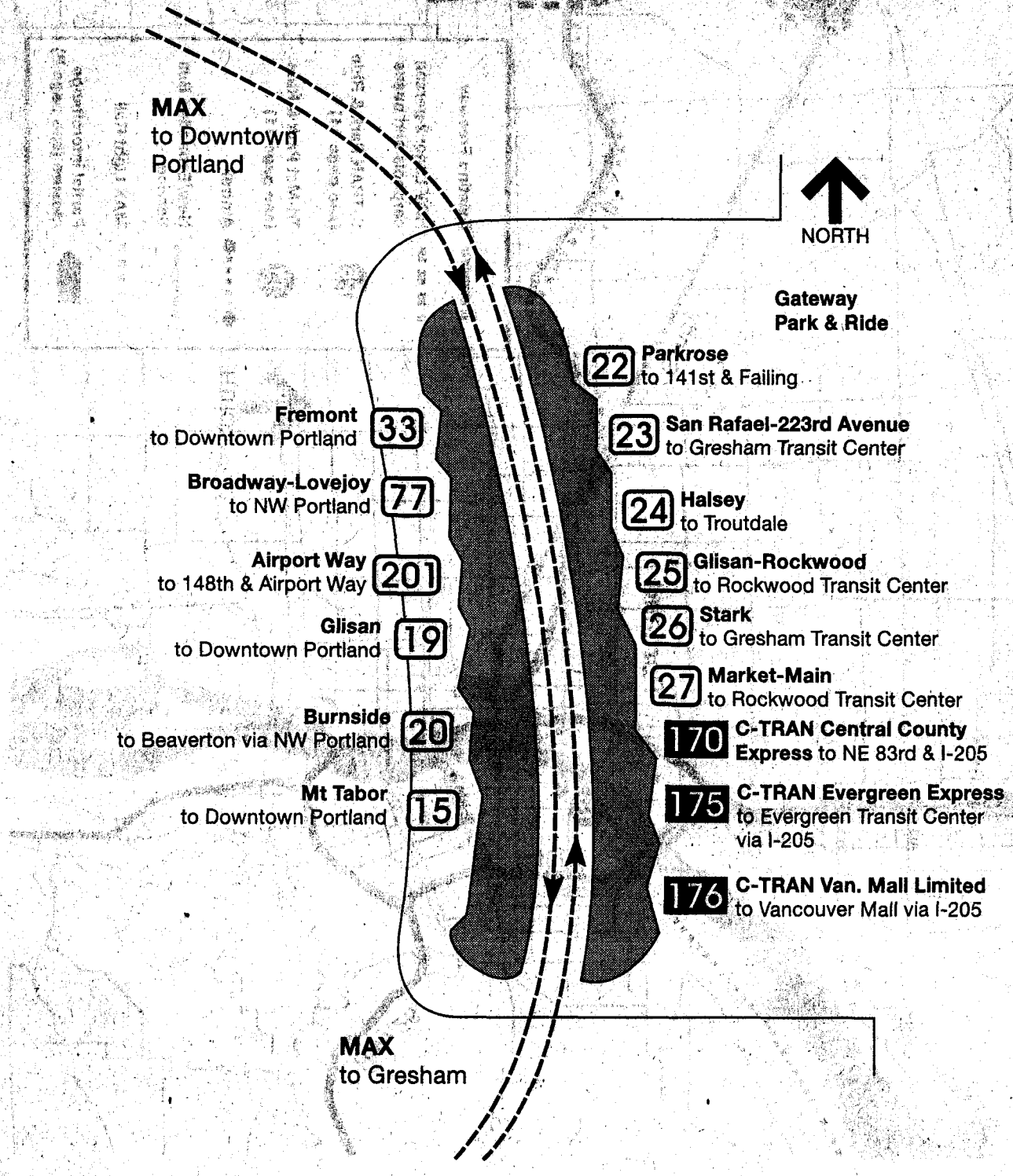
★7
NW Sixth & Irving
85-Swan Island

I-5 Bridge Closure Commute Options



Tri-Met Bus and MAX Service at Gateway Transit Center

MAX trains will run between Gateway Transit Center and downtown Portland every five minutes during morning and evening commute times to accommodate extra passengers, and every fifteen minutes throughout the rest of the day. MAX trains will stop at all MAX stations between Gateway and downtown Portland. At Gateway, you can also board fifteen different buses that serve Beaverton, Northeast Portland, Northwest Portland, Gresham, Troutdale, Airport Way, and Vancouver.



C-TRAN Park & Ride Locations

		# of Spaces	Approx. Location	Route#	Destination
P1	Former Brewery Site*	150	Downtown Vancouver 8th & Columbia	105	Downtown Portland
				95	Vancouver Amtrak Station
P2	Clark Co. Fairgrounds*	550	NE 179th Street & I-5	163	Downtown Portland
P3	78th Street*	175	NE 78th St. & Hwy 99	168	Downtown Portland
P4	Bonneville Power Admin. (BPA Ross Complex)*	175	Hwy 99 and Main Street	166	Downtown Portland
P5	Kiggins Bowl*	125	Main & 45th Street	165	Downtown Portland
P6	Evergreen Transit Center	450	NE 138th Ave. & 18th Street	175	Gateway
P7	Vancouver Mall	250	North lot near Mervyn's	176	Gateway
P8	Central County Park & Ride*	150	I-205 and NE 83rd Street	170	Gateway
P9	Salmon Creek Park & Ride	450	I-5/I-205 and NE 134th Street	134	Downtown Portland
P10	Washougal Park & Ride	50	"C" Street & Port	114	Downtown Vancouver/ Portland
P11	Amtrak Shuttle*	1000	Kotobuki Way & Fourth Plain Blvd.	96	Downtown Vancouver Amtrak Station
P12	Ridgefield Park & Ride*	45	I-5 & NE 264th Street	161	Downtown Portland

* These lots are temporary and will only be open from Sept. 16 thru the reopening of the I-5 Bridge.

Tri-Met/Amtrak Park & Ride Locations

		# of Spaces	Approx. Location	Route#	Destination
T1	Gateway	562	Multnomah & NE 99th	MAX	Downtown Portland
T2	Parkrose	273	95th & NE Sandy	12 Limited	Downtown Portland
T3	Corner of Broadway & Hoyt Streets			Amtrak	Vancouver
T3	Between NW Front & Union Station			Amtrak	Vancouver

C-TRAN Schedules

#105 Express via I-5

To Portland

7th Street Transit Center	SW 5th & Stark	SW 5th & Mill
4:45am	5:17	5:25
5:00	5:32	5:40
5:15	5:47	5:55
5:30	6:02	6:10
5:45	6:17	6:25
6:00	6:32	6:40
6:10	6:42	6:50
6:20	6:52	7:00
6:35	7:07	7:15
6:45	7:17	7:25
6:55	7:27	7:35
7:00	7:32	7:40
7:10	7:42	7:50
7:20	7:52	8:00
7:30	8:02	8:10
7:40	8:12	8:20
7:50	8:22	8:30
8:05	8:37	8:45
8:15	8:47	8:55
8:30	9:02	9:10
8:45	9:17	9:25
9:00	9:32	9:40
9:15	9:47	9:55
9:45	10:17	10:25
10:15	10:47	10:55
11:00	11:32	11:40
11:45	12:17pm	12:25
12:30	1:02	1:10
1:15	1:47	1:55
2:00	2:32	2:40
2:45	3:17	3:25
3:30	4:02	4:10
4:00	4:32	4:40
4:15	4:47	4:55
4:35	5:07	5:15
4:55	5:27	5:35
5:15	5:47	5:55
5:25	5:57	6:05
5:45	6:17	6:25
6:05	6:37	6:45
6:35	7:07	7:15

To Vancouver

SW 5th & Mill	SW 6th & Salmon	7th Street Transit Center
5:30am	5:34	6:10
5:45	5:49	6:25
6:00	6:04	6:40
6:15	6:19	6:55
6:30	6:34	7:10
6:45	6:49	7:25
7:05	7:09	7:45
7:20	7:24	8:00
7:55	7:59	8:35
8:15	8:19	8:55
8:35	8:39	9:15
9:00	9:04	9:40
9:30	9:34	10:10
10:00	10:04	10:40
10:30	10:34	11:10
11:00	11:04	11:40
11:45	11:49	12:25pm
12:30	12:34	1:10
1:15	1:19	1:55
2:00	2:04	2:40
2:45	2:49	3:25
3:05	3:09	3:45
3:15	3:19	3:55
3:30	3:34	4:10
3:40	3:44	4:20
3:50	3:54	4:30
4:00	4:04	4:40
4:10	4:14	4:50
4:20	4:24	5:00
4:30	4:34	5:10
4:40	4:44	5:20
4:50	4:54	5:30
5:00	5:04	5:40
5:10	5:14	5:50
5:20	5:24	6:00
5:30	5:34	6:10
5:40	5:44	6:20
5:50	5:54	6:30
6:05	6:09	6:45
6:20	6:24	7:00
6:35	6:39	7:15
6:50	6:54	7:30
7:20	7:24	8:00

#114 Camas/ Washougal Express

To Portland

Gibbon Creek Mobile Estates	25th & "E" St.	Washougal Park & Ride	Dallas & NE 3rd	7th St. Transit Ctr.	SW 5th & Stark	SW 5th & Mill
5:20am	5:26	5:32	5:37	6:05	6:41	6:49
6:20	6:26	6:32	6:37	7:05	7:41	7:49

To Vancouver

SW 5th & Mill	SW 6th & Salmon	7th St. Transit Ctr.	Dallas & NE 3rd	Washougal Park & Ride	25th "E" St.	Gibbon Creek Mobile Estates
4:15pm	4:19	4:55	5:27	5:31	5:38	5:44
5:15	5:19	5:55	6:27	6:31	6:38	6:44

Shaded areas are p.m. runs

C-TRAN (360) 695-0123

#134 Salmon Creek Express

To Portland

Salmon Creek	SW 5th & Stark	SW 5th & Mill
4:45am	5:27	5:35
5:15	5:57	6:05
5:45	6:27	6:35
5:55	6:37	6:45
6:05	6:47	6:55
6:15	6:57	7:05
6:30	7:12	7:20
6:40	7:22	7:30
6:45	7:27	7:35
6:50	7:32	7:40
7:00	7:42	7:50
7:10	7:52	8:00
7:20	8:02	8:10
7:35	8:17	8:25
7:45	8:27	8:35
8:00	8:42	8:50
8:15	8:57	9:05
8:30	9:12	9:20
8:45	9:27	9:35
4:15pm	4:57	5:05
5:00	5:42	5:50
5:30	6:12	6:20
6:10	6:52	7:00

To Vancouver

SW 5th & Mill	SW 6th & Salmon	Salmon Creek
6:40am	6:44	7:30
7:00	7:04	7:50
7:35	7:39	8:25
8:05	8:09	8:55
8:40	8:44	9:30
2:45pm	2:49	3:35
3:15	3:19	4:05
3:30	3:34	4:20
3:45	3:49	4:35
4:00	4:04	4:50
4:15	4:19	5:05
4:30	4:34	5:20
4:45	4:49	5:35
5:05	5:09	5:55
5:10	5:14	6:00
5:15	5:19	6:05
5:30	5:34	6:20
5:45	5:49	6:35
6:00	6:04	6:50
6:15	6:19	7:05
6:30	6:34	7:20
6:45	6:49	7:35
7:05	7:09	7:55

#161 Ridgefield Express

To Portland

Ridgefield Park & Ride	SW 5th & Stark	SW 5th & Mill
5:40am	6:41	6:49
6:40	7:41	7:49
7:40	8:41	8:49

To Ridgefield

SW 5th & Mill	SW 6th & Salmon	Ridgefield Park & Ride
4:10pm	4:14	5:15
5:10	5:14	6:15
6:10	6:14	7:15

#163 Fairgrounds Express

To Portland

Fairgrounds Park & Ride	SW 5th & Stark	SW 5th & Mill
5:00am	5:47	5:55
5:30	6:17	6:25
5:45	6:32	6:40
6:00	6:47	6:55
6:30	7:17	7:25
6:45	7:32	7:40
7:00	7:47	7:55
7:30	8:17	8:25
8:00	8:47	8:55
8:30	9:17	9:25
9:00	9:47	9:55

To Vancouver

SW 5th & Mill	SW 6th & Salmon	Fairgrounds Park & Ride
3:05pm	3:09	3:55
3:25	3:29	4:15
4:05	4:09	4:55
4:20	4:24	5:10
4:35	4:39	5:25
5:05	5:09	5:55
5:20	5:24	6:10
5:35	5:39	6:25
6:15	6:19	7:05
6:45	6:49	7:35
7:15	7:19	8:05

Shaded areas are p.m. runs

#165 Kiggins Express

To Portland

Kiggins Park & Ride	SW 5th & Stark	SW 5th & Mill
6:05am	6:42	6:50
7:05	7:42	7:50
8:05	8:42	8:50

To Vancouver

SW 5th & Mill	SW 6th & Salmon	Kiggins Park & R
4:10pm	4:14	4:55
5:10	5:14	5:55
6:10	6:14	6:55

#166 Bonneville Express

To Portland

Bonneville Park & Ride	SW 5th & Stark	SW 5th & Mill
5:05am	5:42	5:50
5:35	6:12	6:20
6:05	6:42	6:50
6:35	7:12	7:20
6:50	7:27	7:35
7:05	7:42	7:50
7:35	8:12	8:20
8:05	8:42	8:50
8:35	9:12	9:20
5:05pm	5:42	5:50
5:30	6:07	6:15

To Vancouver

SW 5th & Mill	SW 6th & Salmon	Bonneville Park & Rid
6:25am	6:29	7:10
6:55	6:59	7:40
4:10pm	4:14	4:55
4:40	4:44	5:25
5:10	5:14	5:55
5:25	5:29	6:10
5:40	5:44	6:25
6:10	6:14	6:55
6:40	6:44	7:25

#168 78th Street Express

To Portland

78th Street Park & Ride	SW 5th & Stark	SW 5th & Mill
6:05am	6:42	6:50
6:35	7:12	7:20
6:50	7:27	7:35
7:05	7:42	7:50
7:35	8:12	8:20

To Vancouver

SW 5th & Mill	SW 6th & Salmon	78th Street Park & Ride
4:10pm	4:14	4:55
4:40	4:44	5:25
5:10	5:14	5:55
5:25	5:29	6:10
5:40	5:44	6:25
6:10	6:14	6:55

#170 Central County Express

To Portland

NE 83rd St. & I-205	Gateway Rail Station (Portland)
5:20am	6:00
5:40	6:20
6:30	7:10
6:50	7:30
7:20	8:00

To Vancouver

Gateway Rail Station (Portland)	NE 83rd St. & I-205
4:25pm	5:05
4:45	5:25
5:35	6:15
5:55	6:35
6:25	7:05

Shaded areas are p.m. runs

#175 Evergreen Express

To Portland

Evergreen Transit Center (Park & Ride)	Gateway Light Rail Station (Portland)
5:00am	5:30
5:30	6:00
5:45	6:15
6:05	6:35
6:10	6:40
6:15	6:45
6:20	6:50
6:30	7:00
6:35	7:05
6:45	7:15
6:50	7:20
6:55	7:25
7:00	7:30
7:10	7:40
7:20	7:50
7:30	8:00
7:45	8:15
8:00	8:30
8:15	8:45
8:30	9:00
8:45	9:15
9:00	9:30
9:15	9:35
9:45	10:05
10:45	11:05
11:45	12:05pm
12:45	1:05
1:45	2:05
2:45	3:15
3:20	3:50
3:40	4:10
4:05	4:35
4:20	4:50
4:35	5:05
4:50	5:20
5:05	5:35
5:15	5:45
5:25	5:55
5:35	6:05
5:45	6:15
6:05	6:35
6:25	6:55

To Vancouver

Gateway Light Rail Station (Portland)	Evergreen Transit Center (Park & Ride)
6:43am	7:13
7:03	7:33
7:43	8:13
8:18	8:48
8:48	9:18
9:20	9:40
10:15	10:35
11:15	11:35
12:15pm	12:35
1:15	1:35
2:15	2:35
2:45	3:15
3:05	3:35
3:25	3:55
3:45	4:15
4:00	4:30
4:15	4:45
4:30	5:00
4:40	5:10
4:50	5:20
5:00	5:30
5:10	5:40
5:20	5:50
5:30	6:00
5:35	6:05
5:40	6:10
5:45	6:15
5:50	6:20
6:00	6:30
6:15	6:45
6:30	7:00
6:45	7:15
7:00	7:30
7:15	7:45

#176 Van Mall Limited

To Portland

Vancouver Mall	Gateway Light Rail Station (Portland)
5:20am	5:55
5:40	6:15
6:00	6:35
6:20	6:55
6:40	7:15
7:00	7:35
7:20	7:55
7:40	8:15
8:00	8:35
8:20	8:55
8:40	9:15
3:20pm	3:55
3:40	4:15
4:00	4:35
4:20	4:55
4:40	5:15
5:00	5:35
5:20	5:55
5:40	6:15
6:00	6:35
6:20	6:55

To Vancouver

Gateway Light Rail Station (Portland)	Vancouver Mall
6:00am	6:35
6:20	6:55
6:40	7:15
7:00	7:35
7:20	7:55
7:40	8:15
8:00	8:35
8:20	8:55
8:40	9:15
9:00	9:35
9:20	9:55
3:20pm	3:55
3:40	4:15
4:00	4:35
4:20	4:55
4:40	5:15
5:00	5:35
5:20	5:55
5:40	6:15
6:00	6:35
6:20	6:55
6:40	7:15
7:00	7:35

Shaded areas are p.m. runs

Important Phone Numbers...

INTERSTATE BRIDGE REPAIR PROJECT INFORMATION LINE – 1-800-722-6557.

Tri-Met – For trip planning assistance, schedules, or to find out about the Park & Ride lot nearest you, call (503) 238-RIDE. For carpool matching assistance, call (503) CARPOOL (227-7665). TTY: (503) 238-5811. World wide web page: http://www.tri-met.org

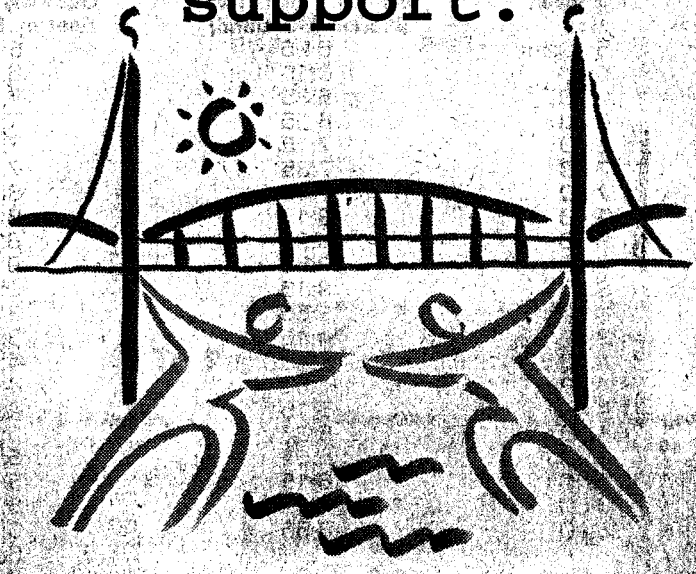
C-TRAN – For trip planning assistance, schedules, or to find out about the Park & Ride lot nearest you, call (360) 695-0123. For carpool matching assistance, call (360) 69-MATCH. World wide web page: http://www.c-tran.com

Carpool & Vanpool Services – To learn more, or for help forming a carpool or vanpool, call Tri-Met, (503) CARPOOL (227-7665) or C-TRAN, (360) 69-MATCH (696-2824).

Bicycle to Work – For information on Bike Routes call the City of Portland, (503) 823-2925.

Interstate Bridge Information Online – http://www.odot.state.or.us
http://www.wa.gov/trc/data/brdgnews.htm

your bridge needs your support.



STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 97-2546~~A~~B FOR THE PURPOSE OF ENDORSING THE TRAFFIC RELIEF OPTIONS TASK FORCE RECOMMENDATION TO FURTHER EVALUATE PEAK PERIOD PRICING OPTIONS

Date: August 14, 1997 Presented by Andrew Cotugno

PROPOSED ACTION

Resolution No. 97-2546~~A~~B endorses the recommendation of the Traffic Relief Options Task Force to further evaluate the options described in Exhibit A to the resolution. Resolution No. 97-2546 was received by the Council Transportation Planning Committee on July 22 and approved with changes. Resolution No. 97-2546A was reviewed by JPACT at its August 14, 1997 meeting. At that meeting, concerns were voiced about the Beaverton Area Pricing option, but the resolution was approved without changes. When the Staff Report and Resolution were presented to the Metro Council for informational purposes on September 4, Councilor McLain raised serious objections to continued study of the Beaverton Area Pricing option in light of its small chance of implementation and resources required to examine it in detail. As a result of these comments from JPACT and the Council, the task force revised its recommendation to exclude the Beaverton Area Pricing option from further consideration. This revised resolution incorporates this change.

FACTUAL BACKGROUND AND ANALYSIS

History

In 1991, as part of the Intermodal Surface Transportation Efficiency Act, Congress approved the funding of a series of demonstration projects and related studies to promote the implementation of congestion pricing. Metro and ODOT submitted a joint application and, in 1994, received approval to undertake a two-year pre-project study of congestion pricing, also known as peak period or variable pricing, in the region. The federal portion of the $1.2 million project cost is 80 percent.

The goals of the study are to evaluate the desirability of peak period pricing as a traffic management tool within the Portland metropolitan region and to increase public understanding of the concept. The study approach is to develop and evaluate possible demonstration project proposals in order to evaluate the concept in terms of specific locations and implementation strategies. This approach allows the evaluation to analyze very concrete costs, benefits and other effects rather than remaining an abstract debate based on assumptions and principles. If at the end of the study the task force determines that peak period pricing has merit for the region, it may recommend implementation of a demonstration project to further test the concept.

Peak period pricing is a transportation management tool which applies market pricing principles to roadway use. It is a fairly new and controversial concept in the transportation field but has been used successfully for years by the utility industry to better manage peak period usage. It involves the application of user surcharges or tolls on congested facilities during peak traffic periods. It is the only fee system that is aimed specifically at managing peak period travel demand.

Peak period pricing represents a departure from traditional approaches to highway financing. It is more akin to tolling, where users pay a fee for service at the time of use. Interest in peak period pricing has increased in recent years due to continuing increases in demand for roadways at a time of decreasing financial resources for maintenance and expansion of the transportation network.

Task Force

Due to the relative newness of the concept and the potential for significant public concern, in June 1996, the Metro Council and ODOT approved a study advisory task force of business and community leaders. The task force is responsible for providing direction to the technical work and public outreach efforts throughout the study. At the end of the study, the task force is charged with making a recommendation to JPACT, the Metro Council and the Oregon Transportation Commission as to whether an appropriate congestion pricing demonstration pilot should be developed and tested within the Portland metropolitan area. The task force has held open meetings once a month since June 1996.

Study Status

The study commenced work during the summer of 1996. Since then, the following major activities have taken place:

- research conducted on other study efforts
- focus groups held to assess public attitudes towards the concept
- outreach materials, including newsletters and fact sheets, developed and distributed
- pricing types identified for inclusion in the study
- congested locations reviewed for suitability for each pricing type
- a comprehensive list of approximately 40 possible pricing options developed
- evaluation criteria established

These initial actions were reviewed by representatives of a broad spectrum of interest areas through a series of workshops as well as by TPAC, JPACT and the Metro Council. Comments were reviewed by the task force and incorporated, where appropriate.

Since that time, a series of successive screenings have taken place which have resulted in the recommended list of options. The evaluation process is described in detail in Working Paper No. 6, a summary of which is contained in Attachment A, a June 18, 1997 memorandum to the Traffic Relief Options Task Force. The 40 options were first reviewed for projected transportation performance. About 20 that failed to meet minimum thresholds for cost effectiveness and congestion relief were set aside.

The remaining 20 options were assessed for their projected costs and benefits on the transportation system, availability of travel alternatives, effects on traffic in residential neighborhoods, financial feasibility and public acceptance. The public acceptance measure was developed based on results from public outreach efforts. It considers both the quality of available alternatives (including new capacity and transit) and the comprehensiveness of the congestion pricing option (since public reaction has consistently favored those options that allow more alternatives to the priced facility).

At its May 1996 meeting, the study task force preliminarily identified 11 options for detailed study. That selection process and group of options were reviewed by representatives of a broad range of interest areas through a series of workshops. At its June 26 meeting, the task force reviewed the results of the public outreach effort and recommendations of the study Project Management Group (PMG) and recommended nine options for further study. At its September 11 meeting, based on comments received from JPACT and Metro Councilor Susan McLain, the task force eliminated one option (Beaverton Area Pricing) from further consideration at this time. These eight options proposed for detailed study are described in Exhibit A to the attached resolution.

Recommended Traffic Relief Options for Further Study

Exhibit A to the resolution contains those options recommended for further evaluation. These options represent a range of pricing types and locations. The next phase of evaluation will include, for each option, a review of engineering feasibility, full travel forecasts on an upgraded travel forecasting model to assess effects on travel time throughout the network and consideration of the criteria listed on Exhibit B to the resolution.

Public outreach efforts will be expanded to include a speakers bureau and public workshops during the fall of 1997. Public input into the criteria and options will be assessed as part of the evaluation. It is anticipated that the task force, based on the results of the technical and public involvement efforts, will make a recommendation of three options for more detailed study during the winter of 1998.

TPAC

TPAC reviewed the report and resolution and approved it with changes that have been incorporated. Comments included adding language to the Resolve section of the resolution in order to:

- highlight that the primary goal of the study, and one that precedes any determination on a pilot project, is to determine whether or not peak period pricing makes sense for the region; and

- clarify that a regional alternative will be developed based on findings about the different types and locations of options. It will be studied to help evaluate the merits of congestion pricing and will not be proposed for implementation as a pilot project; and

- describe future study milestones.

In addition, TPAC requested that the staff report and resolution elaborate on the study context and approach. Further, an introductory sentence was added to Exhibit A to clarify that only one of the nine options for further study might be chosen for a possible demonstration project. Finally, the description of the proposed location of tolling on the option on Highway 43 was corrected.

Specific concerns raised by individual members are as follows:

Christopher Kopca of the Downtown Development Group submitted a letter expressing support of the study with the conditions that the route not adversely impact Central City job growth, that funds raised through tolls be prioritized for maintenance or improvement to that portion of the network, and that existing travel lanes not be priced.

Keith Bartholomew of 1000 Friends of Oregon indicated concern about adding capacity as part of a possible peak period pricing demonstration project, particularly if the new capacity is not priced. He also commented that options which turn an existing lane into a reversible lane should be considered to add capacity.

Susie Lahsene of the Port of Portland stressed that future modeling should account for freight and any related traffic diversion. These comments will be forwarded to the Study Task Force for their review and will be addressed in the next phase of the study.

JPACT

At the August 14 JPACT meeting, the resolution was approved without changes. However, there was extensive discussion about the Beaverton area option (#20) under study. Mayor Drake stated that it was his belief that further study of the Beaverton area option would be informative from an analytic standpoint. He emphasized, however, that the option faces such severe technical and public acceptance obstacles that it has little or no chance for implementation. Don Wagner indicated that the analytic benefits to studying each discrete pricing type were significant enough to warrant continued study of the option. The concern was expressed that the study should focus only on options that have a chance of implementation. It was also stated that, unless there was some prospect for implementation, this option should be withdrawn due to the potential public opposition that could be engendered to the entire study from it.

Bridget Wieghart indicated that these concerns had been debated by the Traffic Relief Options Task Force and that group had determined that this option had enough potential to continue to the next step. Mike Hoglund clarified that, as more is learned about the engineering or political feasibility, any of the options could fall out at any time. Councilor Washington said that he believed that the task force process was a good one and should be respected. In the end, it was agreed that these concerns would be raised with the task force for further consideration during the next phase of analysis but that the resolution should go forward as is.

BW:lmk
97-2546B.RES
9-26-97

June 18, 1997

TO: **Traffic Relief Options Task Force**
FROM: **Terry Moore**
SUBJECT: **WORKING PAPER 6: EVALUATION OF 40 PRICING OPTIONS SUMMARY**

BACKGROUND

This report is a summary of Working Paper 6, which evaluates approximately 40 different pricing options to identify the 10 options that will be the focus of a more detailed evaluation that will occur in the Summer and Fall of 1997.

The 40 original options, and the methods used to identify them, are described in Working Paper 3. The criteria to be used to evaluate the options are described in Working Paper 4. The details of the methods used to conduct the evaluation (including how the criteria in Working Paper 4 would be applied) are summarized in Working Paper 6.

This summary is organized as follows:

- *Overview of the Pricing Options and Methods.* Summarizes what the options are, and how they will be evaluated.
- *Evaluation by Criterion.* Presents, for each category and sub-category of criteria that Working Paper 6 recommends be used at this level of evaluation, (a) the likely impacts of road pricing in general, and (b) what those general impacts suggest about the relative performance of the 40 pricing options on those criteria.
- *Summary Evaluation by Pricing Option.* Consolidates the results of the previous section to show impacts by pricing option.
- *The Next Steps.* Guidelines for the Task Force for using measures to identify 10 options for detailed review. What happens over the next year as 10 options get narrowed to a preferred option for the demonstration project.

OVERVIEW OF THE PRICING OPTIONS AND METHODS

Table 1 summarizes the pricing options that made it to this level of evaluation. An attached chart prepared by Metro staff describes the characteristics of the options that were selected for more detailed analysis.

Table 1: Summary of Pricing Options

Location	Spot		Partial Facility, Express Lane		Whole Facility		Corridor		Area		Subtotal Selected	TOTAL
	New Capacity?											
	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes		
I-5 S			X + O2	X	O	O	O	O			5	7
I-5 DwnTwn N				X			O	X			1	3
I 205	O			X	X		X	X			1	5
I 84							O				2	3
26	O	X		O			X	X			2	5
217				X	O	X	X				1	4
Sunrise						O					1	1
HoodPky						X					0	1
McLoughlin				O	O						2	2
Sellwood	O										1	1
Hwy 43	O				X						1	2
Tual/Sherwood						X + O2					1	2
TV Hwy					O						1	1
Beaverton Sml									O		1	1
Beaverton Lrg									X		0	1
WilRvr Brdgs									X		0	1
TOTAL	4	1	2	7	6	6	6	5	3	0	20	40

O = Made it through preliminary screening based on modeling
X = Eliminated based on modeling of travel performance
O2 = New variations added

As originally conceived, going from approximately 40 to approximately 10 pricing options was to be accomplished by reference to the professional literature, the results of related studies, and limited model runs on the existing model. The goal was to demonstrate the logic for eliminating options, and to support that logic by reference to accepted theory and empirical work. For travel performance, some modeling was required to be able to estimate changes in travel performance, by mode, that a pricing option would induce.

The key assumptions underlying the final evaluation methods, and the methods themselves, are:

- Among the 10 options must be a base case and a hypothetical regionwide pricing option which will be developed later in the analysis. Thus, we are really talking about picking a maximum of 8 or 9 other pricing options from the list in Table 1.
- In addition to the technical evaluation criteria, the evaluation should maintain a diversity of options (type and location) among the 10 recommended so that detailed modeling does not focus exclusively on one type or location.
- Because of the large number of pricing options (about 40) and criteria (about 25 separate sub-categories under six general headings), a score for each option on each criterion is not practical, nor is it necessary at this stage of the evaluation.
- The evaluation strategy was to first remove any pricing option whose performance on any criterion was unlikely to be acceptable in both an absolute sense and relative to other pricing options. Travel Performance was a key criterion here because of the importance of

this criterion as determined by the Task Force and the data that were available. Then, for the remaining options, their performance on all remaining criteria was estimated.

As Table 1 illustrates, several of the pricing options were eliminated prior to the evaluation presented in this working paper. Twelve were eliminated in March. In general, they were eliminated for one or more of the following reasons: (1) they are located in relatively uncongested corridors, and so likely to perform less well than other options, (2) better versions (i.e., likely better performance or lower cost) of the same type of option (e.g., without new capacity), or better versions of a similar type in the same corridor, were already being modeled, or (3) a lack of modeled diversion for a spot or partial facility on that route suggested no added benefit of analyzing a corridor option. An additional 5 were eliminated in April for similar reasons. The Willamette River bridges is a regional option. Since regional options will be developed later, it has been set aside for this evaluation. Some new variations were also added. The result is that there are 20 pricing options shown in Table 1 that are evaluated in more detail in the rest of this working paper.

EVALUATION BY CRITERION

Table 2 lists the criteria this section addresses. The highlighted criteria are those used at this level of screening.[1] The rest of this summary focuses only on those criteria for which measurement was attempted at this level of evaluation. The reasons that other criteria were not evaluated are described in Working Paper 6.

[1] The Task Force discussed and approved this subset of criteria, based on a presentation by Terry Moore of ECO, at its meeting in April.

Table 2: Evaluation Criteria and How They Are Used at This Stage of the Evaluation

Category	Sub-category	Likely to Affect Choices This Screening?
Implementation	Legality	N
	Technology	N
	Privacy	N
	Institutional Impacts	N
	Finance	Y
	Use of Revenues	N
	Demonstration Value	Y
Transportation System Performance	**Costs: Facility Capital and Operation**	Y
	Travel-time Savings	Y
	Safety	N
Equity	**Availability of Transportation Options**	Y
	Impacts by Population Group	N
	Impacts by Area	N
	Fairness of Cost Assignment to Businesses and Commuters	N
Conformity With Land Use And Transportation Plans And Policies	Land Use	N
	Transportation	N
Societal And Market Effects	Air Quality	N
	Other Environmental Impacts	N
	Energy	N
	Employment and Freight	N
	Community/Neighborhood Effects (Diverted Traffic)	Y
Public Acceptance	**By Public, Interest Groups, Decisionmakers**	Y

IMPLEMENTATION

Finance (amount of revenues from tolls)

More important for selecting among alternative pricing options than the *use* of the revenue is the *amount* of revenue that a toll project will generate, both in absolute terms and as a percentage of project costs or benefits. Here the 40 options will differ from one another.

Working Paper 4 explained why this criterion can be tricky to evaluate, despite its apparent specificity. We are trying to evaluate the full cost of one alternative against the full cost of another. From that perspective, the revenues from pricing are not really a gain in real resources. Rather, the pricing, by causing consumers to face the full costs of their choices, has led to gains in efficiency that are captured generally by savings in travel time. However, the fact that the pricing

results in revenues may be important from a political and administrative perspective because the revenues provide cash to pay for the pricing option or other transportation projects.[2]

For the purposes of this evaluation, we define the criterion *Finance* to mean "For what proportion of the costs of the demonstration project can we identify funding sources at this point in time?" Then net revenue (toll revenue—amortized annual cost) shows what portion of project cost the option can finance via tolls. Table 3, at the end of this summary, reports the results for each option. Toll revenues are derived from modeling done for this level of evaluation; costs include construction, equipment (including computers and transponders, and operations and maintenance (see *Transportation Performance*, following).

Demonstration value

This subcriterion becomes more important toward the end of this project: other things equal, we want to select a demonstration project that has some broader application and we will know a lot more about what those regional implications might be as the study progresses. For this level, demonstration value is defined as having a diversity of option types and locations among the final 10. That diversity is subject to a few constraints:

- The possible number of combinations of project types and locations is greater than the 10 options (actually 8 or 9, since others may include a base case and a regional pricing option) that the Task Force must select for further review.
- There is probably a tradeoff between a diversity of locations and a diversity of types.

For this level of evaluation we recommend using demonstration value as a final screening criterion that checks to see whether there is an adequate mix of pricing types and locations among the options that are rated highest on other criteria. Since it is a criterion that can only be applied once a short list of projects has been selected based on other criteria, there is no further evaluation to present at this point: the Task Force will do that analysis at its May meeting.

TRANSPORTATION SYSTEM PERFORMANCE

The most quantifiable criterion is Travel Performance. Its main sub-category of benefits is travel time savings. Its main costs are the direct costs of implementing transportation improvements: new capacity and access, new technology, and new operations.

Facility Costs: Construction and Operation

To get the benefits that a pricing option provides, it must be constructed and operated. No additional literature review is needed to prove this point in theory: construction and operation are clearly costs that must be netted out from any estimate of benefits.

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[2] Exactly how much any individual paid toward equivalent capacity improvements would be different under the pricing and no-pricing cases, however, because there is not a match between a charge based primarily on mileage (e.g., a gasoline tax) and one based on route, time, and congestion.

Working Paper 6 and an accompanying memorandum from Kittelson and Associates provide details on how costs were estimated. In sum, it looks to other studies for specifications and estimates of the cost of installing pricing technology, and adjusts estimates provided by Metro and ODOT where capacity expansion is included as part of the option. The purpose is to get order-of-magnitude estimates that allow comparisons across options to get a *rough* idea of costs.

Capital costs include civil work, toll collection facility construction and equipment, communication plant, and a central computer system and software development. Toll equipment costs include automatic vehicle identification (AVI), electronic toll collection (ETC) antennas and roadside readers, and enforcement equipment. We estimated total cost for transponders based on existing travel on the different corridors where the options are located, adjusting average daily traffic to get an estimate of peak period users. The analysis estimated low, medium, and high cost ranges. Capital costs used in this analysis were the low ones, whereas the O&M costs were high. The O&M costs are being revised and new tables will be presented at the meeting. That is not likely to change the rank order of the options on cost, but could change a few rankings on performance (e.g., net revenues and preliminary net benefits.

O&M costs should be correlated to use of facilities, which should be correlated to number of transponders. Methods used for estimating O&M costs make the estimates more likely to be high than low.

The cost estimates shown in Table 3 are order-of-magnitude planning estimates. As such, they are internally consistent and useful for the relative comparisons across options being done in this analysis, but should not be interpreted as firm estimates of project costs.

Travel Time, Vehicle Operating Cost Savings, and Net Benefits

The primary motivation for congestion pricing is to reduce the inefficiencies in roadway use that result from the absence of proper pricing of the roadway. By responding to prices that are usually too low in peak periods on metropolitan arterials, drivers choose to drive more than they would otherwise. The result is inefficient levels of roadway congestion (and delay), and secondarily, distortions in mode choice (toward driving in SOV). Hence, the primary benefit of congestion pricing is in the *reduction of delay* (i.e., travel time savings to auto and transit users) it induces through changes in the performance of the roadway. These factors, in turn, affect a variety of other aspects of transportation system cost elements, such as noise and air pollutant emissions, accident costs, and vehicle operating costs. Ideally, assessment of transportation system performance accommodates all of these factors, so that all costs and benefits associated with the system effects of congestion pricing can be accounted for.

For the purpose of the rough screening of a large number of alternatives, however, it is neither possible nor necessary to analyze all of these effects in detail. It is not possible because the currently available models do not accommodate congestion pricing and mode choice modeling in a conceptually acceptable way. In any case, such detailed modeling would have been prohibitively costly to apply to the large number of alternatives that needed to be screened. Fortunately, for reasons described in Working Paper 6, detailed modeling is not necessary to appraise the likely, relative attractiveness of congestion pricing options.

The modeling process used for this level of evaluation produces the information necessary to estimate the benefits from route diversion directly (i.e., it measures the reduction in delay), and also provides information on the level of congestion pricing as well as the revenue potential of that price. The level of congestion pricing, along with qualitative information on the transit-susceptibility of the affected corridor, can then be used to qualitatively assess the extent to which additional benefits from diversion to transit are likely, in addition to the route diversion benefits (we make some estimates in the next section). Although this approach is rough (because of the lack of formal trip generation, trip distribution, and mode split analysis), it permits a relatively good differentiation of project alternatives.

Working Paper 6 describes several measures of travel performance that the modeling generated. In this summary we report only two. *Revenue* is the annual revenue from tolls, calculated by converting the optimal toll back to the price/VMT and multiplying by the estimated VMT. *Time(Delay) Savings* are estimated time savings multiplied by an average value of time. The estimates from the model are increased by different factors depending on judgments about the quality of transit service and feasibility of carpooling in the area affected by the option. When we annualize these measures and subtract from them the annualized cost (above), we get the performance measures reported below in Table 3.

EQUITY

Any change in the pricing of highway services will have a mixture of good and bad impacts on certain types of travelers, and on businesses and residents in subareas of the region. Congestion pricing may provide net benefits for the region as a whole, while, at the same time, leaving some groups worse off. Sub-categories of interest typically include auto tripmakers compared to other tripmakers by other modes (particularly transit and trucking); low-income households; central cities compared to suburban areas; and impacts in general on businesses.

Working Paper 6 describes the literature as it relates to these issues.[3] Most of it can only be addressed at a more detailed level of analysis, not appropriate for this phase of the evaluation. It is clear that equity impacts are complex and cannot be dealt with very well with general statements like "congestion pricing hurts low-income households" or "congestion pricing helps business."

To analyze specific equity impacts, a detailed description of travel patterns (origin, destination, mode, route, and time of day) by income and household type is needed. The model refinements occurring now will attempt to forecast these characteristics.

For this level of evaluation, therefore, we limit equity to simple proxy measure: to what extent do people have other transportation options that they could shift to in response to congestion prices? The Technical Advisory Committee (TAC) members looked at several measures of existing and planned transit service and travel characteristics to make a qualitative judgment about the ability of transit and car pooling to serve the different corridors in which pricing options are being considered. Table 3 shows that assessment.

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[3] Including, as the Task Force requested, an evaluation of the impacts of pricing on trucking.

Community and Neighborhood Effects

For this evaluation we define this criterion as the negative impacts of spillover traffic into neighborhoods. Theory predicts some spillover; intuitively it seems likely to occur; and the modeling that we are doing at this round of evaluation forecasts that it will occur. Thus, we are relatively confident in saying that spillover traffic will occur, to varying degrees by option.

How that spillover will affect neighborhoods, however, is more difficult to predict. Spillover could be cut-through traffic on residential collectors, or it could be on to existing arterials. In the latter case, the impacts on the neighborhood character and cohesion could be relatively small.

We found no empirical work in the professional literature that attempted to evaluate the impacts of spillover traffic on neighborhoods. We can, however, predict what it would say: (1) the impacts of some traffic increases are positive to the extent that they are simply correlates of improved access; (2) the impacts of too much traffic in residential neighborhoods increase are negative; and (3) the impacts are difficult to quantify. The best estimates will come from studies that try to estimate the capitalized affects on land values, but those who take a sociological perspective on the value of neighborhood will find the economic analyses inadequate.

The TAC members considered several measures of traffic diversion through existing neighborhoods, some of which were generated by the modeling done for the evaluation: the change in congested lane miles, the amount of VMT diverted off of the priced facility during peak hours, the relative amount of time savings that occurs off the priced facility, traffic volume changes on all network streets, and Volume-to-Capacity ratios. They combined these measures with their own knowledge about local traffic patterns to make the qualitative estimate of the relative impacts of diversion in the different options, which are reported in Table 3. The focus was on identifying traffic impacts on collector and local streets not intended to carry large volumes, on increasing congestion on both collectors and arterials, and on increasing congestion at freeway ramps. Smaller diversions or diversions to major arterials without major increases in congestion were considered acceptable at this level.

PUBLIC ACCEPTANCE AND POLITICAL FEASIBILITY

Overview of the issue and evidence

Public Acceptance and political feasibility is always a qualitative assessment. There is little we can add from a technical perspective that has not already been said under other criteria. The consultant's principal task, as technical analysts, is to describe the impacts of the pricing options in terms of performance, secondary effects, and equity. The policymakers (primarily the Task Force) and their advisors (TAC, the Project Management Group, and Metro staff) have more ability than we to interpret how the performance on those variables and others is likely to influence public acceptance.

Table 3 shows a preliminary assessment of public acceptance made by the study team based on public involvement work to date (focus groups, stakeholder interviews and targeted workshops). Research to date has indicated that public acceptance is likely to vary by pricing type and the quality of alternatives available. Generally public acceptance is likely to be higher with the less

comprehensive types of pricing (partial facility and some spots) where drivers have an on the road choice and lower as the alternative becomes more comprehensive (the least acceptable being the corridor and area). The quality of alternatives being provided will also influence public acceptance: new, more, and better alternatives, both for auto and transit travel, can increase public acceptance.[4] As we noted in the sections on Technology and Privacy, it is possible that area licensing implementations might be more acceptable to some people than AVI technology.

SUMMARY EVALUATION BY PRICING OPTION

RELATIVE PERFORMANCE

Table 3 summarizes the results of the above analysis. It shows the subset of options that made it through the initial screening (the row headings in the left column); the subset of criteria that are germane to that choice (the column headings in the top row); and a summary of the performance of each option on each criterion (the remaining cells in the matrix).

The left part of each cell of Table 3 summarizes the *relative impacts* of each option on each criterion. For criteria that can be quantified with interval or ordinal data, the impacts can be shown by simple arithmetic; for nominal data, they are based on judgments about better or worse.

The shading at the right of each estimate of impact indicates the relative performance of each option on each criterion. We use three colors of shading. The three colors divide the options roughly into thirds on each criterion: the top third (those with the highest relative advantages on that criterion) in dark gray, the middle third in light gray, and the lower third left white. Though the colors allow a quick visual inspection of performance, note that it in many cases top performers may be numerically only slightly different than inferior ones. Thus, one must always consider the magnitude of the estimated relative advantages.

Table 3 shows *relative performance* only. It does not make a decision about the importance of the differences in performance either within or across criteria. Whether formally (through weights and scores) or informally (through discussion and consensus) the importance of the differences must be addressed. *Comparisons among options can be made only within a given criterion (i.e., within a column) because the different units of measurement for each criterion do not allow comparisons across criteria without some additional assumptions.*

GUIDELINES FOR TASK FORCE DELIBERATION AND DECISIONS

The Task Force discussed the pros and cons of having the consultant prepare illustrative scores based on the assumptions listed above, and concluded that this working paper should go no farther than summarizing relative performance as we have in Table 3. The chief reasons were (1) a feeling that the weighting was ultimately a policy judgment that they should make, not the consultant; and (2) concerns about whether any set of scores could ultimately be agreed upon. It

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[4] Note that this definition of the criterion probably conflicts with the travel performance criterion: supplying new capacity will decrease the effectiveness of the tolling. Here, as elsewhere, the Task Force will have to decide how to balance competing objectives.

decided that the results reported in Table 3 would inform its discussion in May at which point it would select the 10 alternatives by consensus and voting, without formal scoring.

Without weighting and scoring, there are many ways Table 3 could be interpreted. Here are some guidelines that the Task Force should consider in its deliberation.

- *Focus on* Travel Performance *first.* It is the relative performance that provides an estimate of whether a pricing option does the main thing it is supposed to do: improve transportation performance in a particular area. In previous discussion and exercises, the Task Force has consistently ranked this criterion at the top (along with Public Acceptance), as have other projects like this one with which we are familiar. The measurement in Table 3 is a subset, but an important one, of benefits and costs. It includes an estimate of the main benefits (time savings) and the main costs (construction and operation of the pricing option). In the opinion of the consultants, there would have to be political or methodological reasons (or doubts about the validity of the time savings or cost estimates) to carry forward options in the bottom third or eliminate options in the top third. Such reasons may exist: our guidance is simply that the Task Force should be explicit about those reasons.
- *Look for fatal flaws second.* The Task Force also rated *Public Acceptance* as a top criterion. We interpret this to mean, no matter how good its travel performance, an option may not survive if it has other characteristics that make it unacceptable to the public and their representatives. In that sense, all the other criteria in Table 3 address this question. An ability to self-finance (with toll revenue), more transit options, and less diversion of traffic into neighborhoods all should increase public acceptance. Public acceptance is also measured separately in the final column. It is these criteria that give information to allow the Task Force to make a judgment about whether there are sufficiently strong reasons to choose options other than those that appear likely to have the best impacts on travel performance.
- *Remember that there are overlaps among criteria.* For example, traffic diversion, evaluated as a neighborhood effect under the heading of *Societal and Market Effects.* From a travel performance perspective, diversion can be desirable if people move off the congested facility on to only slightly less desirable parallel routes with excess capacity. From a neighborhood perspective (or the perspective of a traveler who already uses the parallel routes as a primary route), diversion is clearly negative.
- *Make sure your ratings are internally consistent.* Meeting this guideline can be tricky without scoring, since it requires trying to balance by eye the relative advantages in Table 10. At the extremes the decisions are not difficult. An option that performs in the upper third on all criteria should probably be selected; one that performs in the lower third on all criteria probably should not. The problem is that no options are that clear cut. In the absence of weighting and scoring, the best guidance we can give about this problem is to make sure that if two options perform roughly the same on three or even two of the top criteria, that they are both chosen unless their differences are significant (a value judgment) on less important criteria.
- *Do <u>not</u> add up the right hand column of each criterion to get a score for each option.* Such addition is tempting but wrong. First, the numbers 1, 2 , and 3 are only there to

divide the options into three categories on each criterion. In the jargon of policy evaluation and statistics, they are *ordinal* numbers and should probably not be added. More importantly, the only way that they might legitimately be added would be if all the criteria were of equal weight. Then one could add the rankings across criteria, divide by the number of criteria, and have an interpretable and defensible "average ranking" for each option. But by all accounts (other studies, our professional opinion, and previous discussion by the Task Force) *the criteria do not have equal weights* so such averaging is inappropriate.

- *Use* Demonstration Value *(i.e., a diversity of types and locations) as a final screen only after you have more or less rank-ordered the options based on the preceding criteria.*
- *Remember that the estimates in Table 3 are just that: estimates.* Working Paper 6 describes in detail the methods, assumptions, data, and limitations of the analysis. It describes why several measures are uncertain, and could change. The fact that Table 3 shows negative revenues or travel performance is not too important at this point. What is important is to pick the projects that have the best chances of showing positive values for those measures when more detailed analysis is completed (subject to constraints imposed by other criteria of concern).
- *The Sunrise Corridor has not been modeled.* The modeling done for this evaluation by Metro staff and consultants was extensive and complicated. It had the types of problems one would expect in an undertaking of this size, but ultimately all but one of the options were modeled, and the models provided intuitively plausible results. For the Sunrise Corridor, however, despite numerous attempts to find the errors that were keeping the model from processing correctly, we could not get a solid analysis before the deadline for this Working Paper. Moreover, given the level of checking we have already put into the model, it is not likely that a model for this corridor will run correctly if we decide to try again.

  With that in mind, the Task Force should consider whether it has enough information to make a decision about whether to eliminate or include Sunrise. The arguments to eliminate it are that it is one of the most expensive options, is more at the urban fringe (with less congestion and less consistency with 2040 planning), and was rated low on transit alternatives. In fact, it shares most of these characteristics with the Tualatin-Sherwood option, so one might expect travel performance to be similar (which for Tualatin-Sherwood was always in the bottom third of the alternatives). Everything seems to argue for eliminating it.

THE NEXT STEPS

A draft of this working paper was reviewed by the Task Force at its meeting on 15 May, 1997. The Task Force discussed the working paper, focusing on the summary matrix contained in Table 3, and preliminarily identified 11 options for consideration. Eight of the options were selected more definitively and these are option #s: 1, 3, 6, 8, 10, 11, 14, and 20. Three others, options 12b, 16 and 17 were still under discussion.

At the meeting the Task Force requested that we consider altering options 1 and 12. As a result of the Task Force discussion, option #1 was shortened to terminate at 99W rather than continuing

to Wilsonville in order to mitigate serious diversion issues on the southern end. In the process of analyzing the modified alternative, an error in the original model was corrected and this resulted in a lower ranking on the transportation performance criteria. In addition, also at the Task Force's request, option 12 became 12a and a new option, 12b, was created which includes added capacity on 217. 12b ranked higher than anticipated on transportation performance due to the low cost of the tolling equipment for partial facilities, the time delay savings benefits of the new capacity and the fact that the construction costs at this point (for comparison purposes) are based on typical per lane mile numbers and are low. The toll price continues to be below the minimum standard of 3 cents per mile.

Other changes to Table 3 based on further analysis since the May 15 meeting include slight worsening of the diversion rankings for options #8 and #10 and a slight improvement in option #20 on the same criterion. Finally, the model results for #18 were obtained and the option performed as anticipated. Combining the pricing of 99W with the Tualatin Sherwood Connector improved the toll levels but it does not appear to justify the high cost of the proposed new four lane roadway.

The options the Task Force identified in May were carried forward to targeted workshops in June. At its June 26 meeting, the Task Force will review the results of those workshops and make a final decision on 9 options which, along with a regional options ot be developed later, will be carried forward for detailed evaluation.

That evaluation will commence in the Summer of 1997. Results will be reviewed by the Task Force and the public in the Fall of 1997.

Table 3: Summary of Performance

Criterion / Pricing Options	Type of facility	New Capacity?	IMPLEMENTATION		TRAVEL PERFORMANCE		EQUITY		NEIGHBOR-HOOD EFFECTS		PUBLIC ACCEPT-ANCE	
			Relative Finance		**Relative Performance**		**Travel Alternatives**		**Diverted Traffic**			
			Toll Rev - Cost/yr ($million) (1)		Time Savings - Cost/yr ($million)		Based on multiple measures of transit avail (2)		Based on multiple measures of diversion (3)		Based on multiple measures (4)	
1 I-5 S: I-405 to 99W	P	N	.19 - 1.73 = **-1.54**	2	-.29 - 1.73 = **-2.02**	2	Good	1	Moderate	2		1
2 I-5 S: Tigard to Wilsonville	W	N	3.92 - 4.90 = **-.98**	2	1.65 - 4.90 = **-3.25**	2	Good	1	Limited	1		2
3 I-5 S: Terwilliger to Wilsonville	W	Y	4.87 - 5.31 = **-.44**	1	2.61 - 5.31 = **-2.70**	2	Good	1	Limited	1		1
4 I-5 S: I-405 to Wilsonville	C	N	11.71 - 10.47 = **1.24**	1	4.69 - 10.47 = **-5.78**	3	Good	1	Signfcnt	3		3
5 I-5 S: I-405 to Wilsonville	C	Y	11.48 - 10.75 = **.73**	1	5.11 - 10.75 = **-5.64**	3	Good	1	Signfcnt	3		2
6 I-5 N: I-405 to Delta Park	C	N	1.60 - 6.07 = **-4.47**	3	-.10 - 6.07 = **-6.17**	3	Good	1	Moderate	2		3
7 I-205 S: Willamette Bridge	S	N	.31 - 1.20 = **-.90**	2	.11 - 1.20 = **-1.09**	2	Limited	3	Signfcnt	3		3
8 I-84: Grand to 207th	P	Y	.66 - 1.41 = **-.75**	2	3.05 - 1.41 = **1.64**	1	Good	1	Moderate	2		1
9 I-84: NE Grand to NE 207th	C	N	3.71 - 6.10 = **-2.39**	3	-.29 - 6.10 = **-6.39**	3	Good	1	Moderate	2		3
10 Hwy 26: Tunnel	S	N	1.96 -.73 = **1.23**	1	.61 -.73 = **-0.12**	1	Good	1	Moderate	2		2
11 Hwy 26: Tunnel to 185th	P	Y	.68 - 1.09 = **-.40**	1	3.65 - 1.09 = **2.57**	1	Good	1	Limited	1		1
12a Hwy 217: Hwy 26 to I-5	W	N	2.55 - 4.86 = **-2.32**	3	1.32 - 4.86 = **-3.54**	3	Limited	3	Limited	1		3
12b Hwy 217: US 26 to I-5	P	Y	.22 - 3.15 = **-2.93**	3	2.80 - 3.15 = **-.35**	1	Limited	3	Limited	1		1
13 Sunrise Corridor	W	Y	MNR	MNR	MNR	MNR	Limited	3	Moderate	2		1
14 McLoughlin: Rs Is. Br.-Hwy 224	P	Y	.23 - 1.06 = **-.83**	2	.61 - 1.06 = **-.44**	1	Good	1	Limited	1		1
15 McLoughlin: Ross Is. Br to I-205	W	N	2.18 - 1.24 = **.94**	1	.85 - 1.24 = **-.40**	1	Good	1	Limited	1		2
16 Sellwood bridge	S	N	1.15 - 4.28 = **-3.13**	3	-.26 - 4.28 = **-4.54**	3	Limited	3	Moderate	2		2
17 Hwy 43: north of Sellwood bridge	S	N	.76 - .68 = **.08**	1	-.17 - .68 = **-.85**	1	Moderate	2	Signfcnt	3		2
18 Tualatin-Sherwood Connector	W	Y	0.87 - 12.28 = **-11.41**	3	1.26 - 12.28 = **-11.02**	3	Limited	3	Limited	1		1
19 TV Highway: Bvrton to Hillsboro	W	N	1.87 - 2.57 = **-.70**	2	.32 - 2.57 = **-2.25**	2	Moderate	2	Signfcnt	3		3
20 Bvrton: CedrHills/217; Cntr/5th	A	N	.77 - 2.62 = **-1.84**	3	.35 - 2.62 = **-2.27**	2	Moderate	2	Limited	1		3

Type: S = Spot, P = Partial Facility, W = Whole Facility, C = Corridor, A = Area

1,2,3 divide the pricing options in roughly thirds based on performance for each criteria.

MNR = Model Not Run

(1) Toll Rev based on tolls during four peak hours/day; 250 days/yr

(2) Including current and planned transit service and ability to serve

(3) Including congested lane miles, VMT diverted, value of time savings off priced link, measures of congestion

(4) Including quality of available alternatives (especially new capacity) and comprehensiveness of type

Traffic Relief Options

	Road and Option Name	New Lanes	Description
1	I-5 S Partial - Reversible Lanes* - I-405 to 99W	N	Tolls one express lane on I-5 south of I-405 (without widening) by taking a lane from the non-peak direction.
2	I-5 S Whole - Tigard to Wilsonville	N	Tolls the whole facility of I-5 from Highway 217 to Wilsonville.
3	I-5 S Whole with part new climbing lane- Terwilliger to Wilsonville	Y	Constructs a new southbound climbing lane from I-405 to Terwilliger exit; tolls all lanes of I-5 from Terwilliger to Wilsonville.
4	I-5 S Corridor - I-405 toWilsonville	N	Tolls all lanes of I-5 from Highway 217 to Wilsonville and parallel facilities of 99W, Highway 43, Corbett, Terwilliger, 65th, 72nd, Carmen, Stafford, and Boones Ferry.
5	I-5 S Corridor with part new lane - I-405 to Wilsonville	Y	Same as #4 with the construction of an added southbound climbing lane from I-405 to Terwilliger exit.
6	I-5 N Corridor - I-405 to Delta Park	N	Tolls all lanes of I-5 from Fremont Bridge to Delta Park exit, plus spots on Portland Road, Denver, Vancouver, and Martin Luther King at the Columbia Slough.
7	I-205 S Spot - Willamette Bridge	N	Tolls the I-205 Bridge at the Willamette River.
8	I-84 Partial with improvements at I-205 - Reversible Lanes* - Grand to 207th	Y	Tolls one express lane on I-84 from Grand to 207th by taking a lane from the non-peak direction; includes construction of a third lane around I-205 entrances.
9	I-84 Corridor - NE Grand to NE 207th	N	Tolls I-84 from Grand to 207th, plus spots on Sandy, Glisan, Halsey, Burnside, and Stark where they cross I-205.
10	US 26 (Sunset Hwy) Spot - West of Tunnel	N	Tolls all lanes at a single point on the Sunset Highway west of the Vista tunnel.
11	US 26 (Sunset Hwy) Partial with part new lane - Tunnel to 185th	Y	Tolls one lane on US 26 from Vista tunnel to 185th; adds new lane between Sylvan & Hwy 217, and Murray & 185th.
12a	Hwy 217 Whole - US 26 to I-5	N	Tolls all lanes of Highway 217 from US 26 to I-5.
12b	Hwy 217 Partial with new lanes - US 26 to I-5	Y	Tolls one express lane on Highway 217 from US 26 to I-5; includes construction of new lanes.
13	Sunrise Highway Whole	Y	Builds and tolls a new facility from I-205 to US 26.
14	McLoughlin Partial with part new lane - Ross Island Bridge to Hwy 224	Y	Tolls one express lane on 99E; includes construction of a new lane from the Ross Island Bridge to Tacoma.
15	McLoughlin Whole - Ross Island Bridge to I-205	N	Tolls all lanes of Hwy 99E from Ross Island Bridge to I-205.
16	Sellwood Bridge Spot (with reconstruction)	N	Tolls a reconstructed Sellwood Bridge.
17	Hwy 43 Spot - north of Sellwood Bridge	N	Tolls all lanes at a single point on Highway 43 just north of the Sellwood Bridge
18	Tualatin-Sherwood Connector Whole with 99W Pricing	Y	Builds and tolls a new highway from Highway 99W to I-5 and prices trips on 99W from 217 to Tualatin-Sherwood.
19	TV Highway Whole - Beaverton to Hillsboro	N	Tolls all lanes of Tualatin Valley Highway from Highway 217 to 10th in Hillsboro.
20	Beaverton Regional Center Area - Cedar Hills Blvd./Hwy 217; Center/5th	N	Tolls roads that access or cross through the Beaverton Regional Center (west of Hwy 217, east of Cedar Hills Blvd., north of 5th, and south of Center).

Reversible lanes = During peak, lane is taken from non-peak direction and tolled. The lane reverts to its original direction and is not tolled at other times.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING THE TRAFFIC RELIEF OPTIONS TASK FORCE RECOMMENDATION TO FURTHER EVALUATE PEAK PERIOD PRICING OPTIONS	RESOLUTION NO. 97-2546~~A~~B Introduced by Mike Burton, Executive Officer

WHEREAS, Section 1012(b) of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 authorized the Secretary of Transportation to create a Congestion Pricing Pilot Program to fund a series of demonstration projects and related studies to promote the implementation of congestion pricing; and

WHEREAS, Metro and the Oregon Department of Transportation (ODOT) submitted a joint application to determine whether or not congestion pricing is a desirable traffic management tool in the Portland metropolitan region and to increase public understanding of the concept; and

WHEREAS, the study methodology involved the assessment of public attitudes to the concept, development and evaluation of a number of congestion pricing alternatives, and a recommendation at the end of the study as to whether an appropriate demonstration project should be established in the Portland metropolitan area; and

WHEREAS, Resolution No. 93-1743A endorsed the region's application for a congestion pricing pilot study and directed Metro and ODOT staff to pursue ISTEA funds for this purpose; and

WHEREAS, Metro and ODOT have received approval and $1.2 million in funding to undertake a Congestion Pricing Pre-Project Study (the study); and

WHEREAS, Ordinance No. 96-628 amended the FY 1995-96 budget and appropriations schedule for the purpose of conducting the study; and

WHEREAS, Due to the relative newness of the concept and the potential for significant public concern, Metro and ODOT have agreed to establish a Task Force of business and community leaders to provide advice and direction on the study; and

WHEREAS, Metro Council on April 25, 1996 passed Resolution No. 96-2333 endorsing the composition and mission of the Congestion Pricing Task Force for the purpose of providing direction to the Congestion Pricing Pre-Pilot Study and making a recommendation to the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council as to whether a demonstration project of congestion pricing should be undertaken in the Portland metropolitan area and, if so, what its parameters should be; and

WHEREAS, The Task Force began meeting and work commenced on the Congestion Pricing Pre-Pilot study, renamed the Traffic Relief Options study, in June 1996; and

WHEREAS, The study process involved technical and senior management staff from jurisdictions in the region in a Technical Advisory Committee and a Project Management Group; and

WHEREAS, Metro established an extensive public involvement program that included research on public attitudes, workshops, newsletters and fact sheets, a speakers bureau and involved civic, environmental, social service, business and transportation organizations; and

WHEREAS, A comprehensive group of approximately 40 possible options were identified that covered the range of pricing types under consideration and congested locations within the region in the fall of 1996; and

WHEREAS, Preliminary evaluation criteria were established in the fall of 1996; and

WHEREAS, The initial group of locations and evaluation criteria were reviewed by the public at workshops as well as by the JPACT and the Metro Council and feedback was reviewed by the Task Force and incorporated, where appropriate; and

WHEREAS, The final evaluation criteria are attached as Exhibit B; and

WHEREAS, A screening process considered the potential for options to improve transportation performance, financial feasibility, the availability of transportation options, impacts on neighborhood traffic and public acceptance; and

WHEREAS, The results of the analysis are contained in Working Paper #6 and summarized in a June 18, 1996 memorandum to the Traffic Relief Options Task Force; and

WHEREAS, based on Working Paper #6, ~~and~~ the results of workshops with the public and feedback from elected officials, the Task Force has recommended that the options described in Exhibit A be carried forward for further study; and

WHEREAS, Further evaluation will consider the criteria listed in Exhibit B; and

WHEREAS, Further evaluation of the options in this study will include public review, including public workshops and a speakers bureau; now, therefore,

WHEREAS, The selection of the options for further study identified on Exhibit A is not intended to preclude consideration of peak period pricing or tolling elsewhere within the region.

BE IT RESOLVED:

1. That the primary goal of the Traffic Relief Options Study is to determine whether or not the concept of peak period pricing is a desirable traffic management tool within this region.

2. That the Traffic Relief Options Study evaluate the options recommended by the study Task Force and shown on Exhibit A, including a regional alternative to be developed and studied for analytic purposes.

3. That the evaluation consider the criteria listed on Exhibit B.

4. That the evaluation continue to seek public review at key milestones including narrowing of options under study to approximately three and the final recommendation as to whether or not peak period pricing is a desirable tool and any associated demonstration project proposal.

ADOPTED by the Metro Council on this _____ day of _____, 1997.

_____
Jon Kvistad, Presiding Officer

Approved as to Form:

_____
Daniel B. Cooper, Legal Counsel

97-2546B.RES
9-26-97
BW:lmk

Exhibit A

Traffic Relief Options Recommended for Further Study

The following options are recommended for further study in order to evaluate the concept of peak period pricing. At the end of the study, a determination will be made as to whether or not peak period pricing has merit for further consideration. At that time, if appropriate, one or more of these options may be recommended for implementation as a demonstration project in order to further test the concept.

Road and Option Name		Description
1	I-5 S Partial - Reversible Lanes* - I-405 to 99W	Tolls one express lane on I-5 south of I-405 (without widening) by taking a lane from the non-peak direction.
3	I-5 S Whole with part new climbing lane- Terwilliger to Wilsonville	Constructs a new southbound climbing lane from I-405 to Terwilliger exit; tolls all lanes of I-5 from Terwilliger to Wilsonville.
6	I-5 N Corridor - I-405 to Delta Park	Tolls all lanes of I-5 from Fremont Bridge to Delta Park exit, plus spots on Portland Road, Denver, Vancouver, and Martin Luther King at the Columbia Slough.
8	I-84 Partial with improvements at I-205 - Reversible Lanes* - Grand to 207th	Tolls one express lane on I-84 from Grand to 207th by taking a lane from the non-peak direction; includes construction of a third lane around I-205 entrances.
11	US 26 (Sunset Hwy) Partial with part new lane - Tunnel to 185th	Tolls one lane on US 26 from Vista tunnel to 185th; adds new lane between Sylvan & Hwy 217, and Murray & 185th.
12b	Hwy 217 Partial with new lanes - US 26 to I-5	Tolls one express lane on Highway 217 from US 26 to I-5; includes construction of new lanes.
14	McLoughlin Partial with part new lane - Ross Island Bridge to Hwy 224	Tolls one express lane on 99E; includes construction of a new lane from the Ross Island Bridge to Tacoma.
17	Hwy 43 Spot - near Sellwood Bridge	Tolls all lanes at a single point (or points) on Highway 43 in the vicinity of the Sellwood Bridge.

Note: In addition to the above, a regional option will be defined based on preliminary findings as to the performance of various types and locations of pricing. This regional option will be studied in order to help analyze the merits of peak period pricing and will not be proposed for implementation as part of this study.

* Reversible lanes = During peak, lane is taken from non-peak direction and tolled. The lane reverts to its original direction and is not tolled at other times.

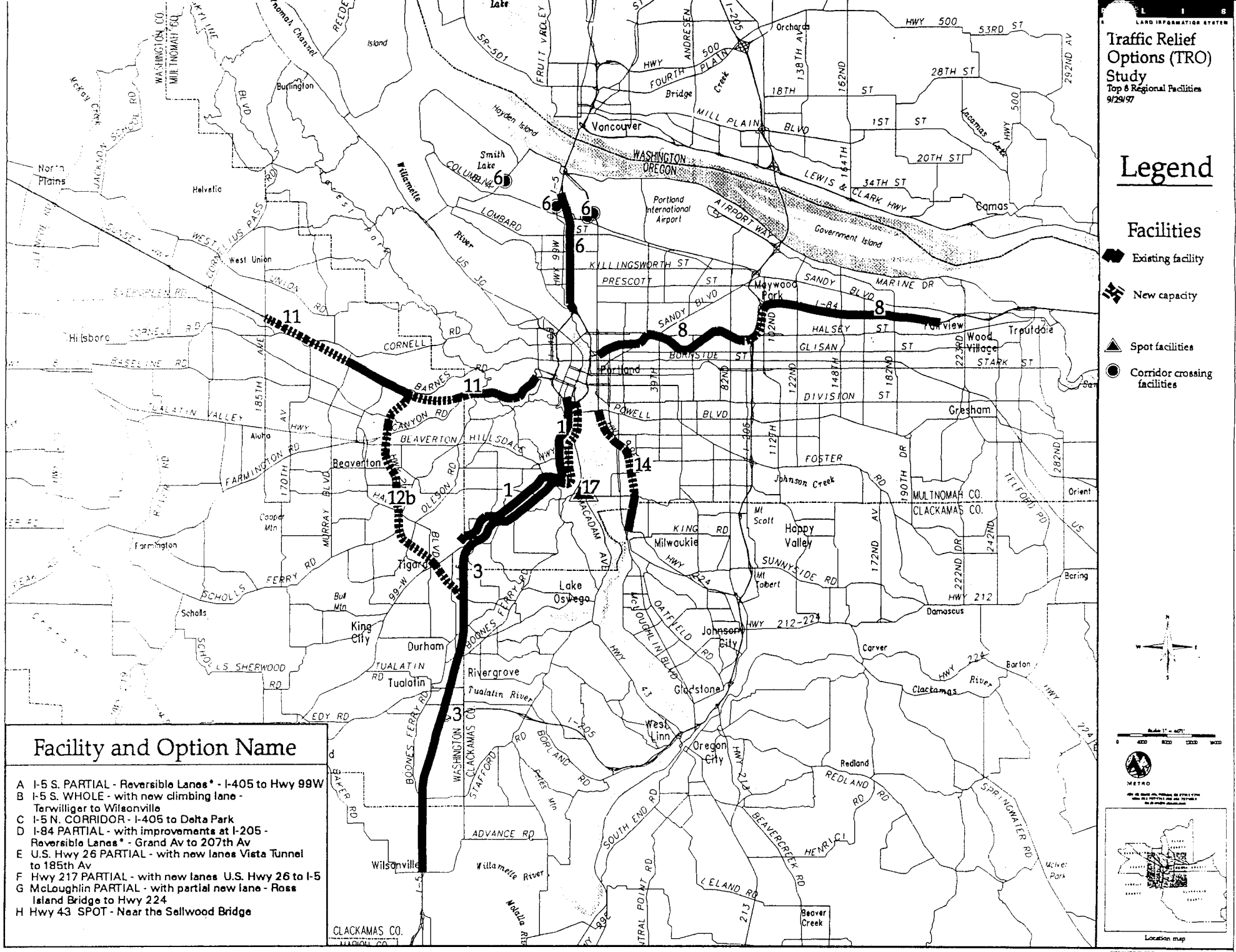
Traffic Relief Options (TRO) Study
Top 8 Regional Facilities
9/29/97
Legend
Facilities
Existing facility
New capacity
Spot facilities
Corridor crossing facilities
Facility and Option Name
A I-5 S. PARTIAL - Reversible Lanes* - I-405 to Hwy 99W
B I-5 S. WHOLE - with new climbing lane - Terwilliger to Wilsonville
C I-5 N. CORRIDOR - I-405 to Delta Park
D I-84 PARTIAL - with improvements at I-205 - Reversible Lanes* - Grand Av to 207th Av
E U.S. Hwy 26 PARTIAL - with new lanes Vista Tunnel to 185th Av
F Hwy 217 PARTIAL - with new lanes U.S. Hwy 26 to I-5
G McLoughlin PARTIAL - with partial new lane - Ross Island Bridge to Hwy 224
H Hwy 43 SPOT - Near the Sellwood Bridge
Vancouver
Portland
Gresham
Beaverton
Hillsboro
Tigard
Tualatin
Lake Oswego
Oregon City
West Linn
Wilsonville
Milwaukie
Happy Valley
Johnson City
Damascus
Troutdale
Fairview
Wood Village
Maywood Park
Camas
Washington
Oregon
Columbia River
Willamette River
Clackamas River
Tualatin River
Multnomah Channel
Portland International Airport
Government Island
Sauvie Island
Smith Lake
Hayden Island
Scholls
King City
Durham
Rivergrove
Aloha
Farmington
Cooper Mtn
Bull Mtn
Mt Scott
Mt Talbert
Redland
Carver
Barton
Orient
Bering
Location map

Exhibit B

Traffic Relief Options Study
EVALUATION CRITERIA

IMPLEMENTATION

Issues related to the feasibility of implementation. In some cases, they apply across the board to all alternatives.

- Legal issues
- Technological issues
- Privacy issues
- Impacts on local governments/institutions/jurisdictional coordination (including management issues of the proposed alternative and responsibility for costs of local road maintenance and improvements)
- Finance issues
- Use of revenues
- Demonstration value

TRANSPORTATION SYSTEM

Covers the overall effects on the performance of the transportation system through a comparison of the aggregate costs and benefits of a "base case" system with the system under the proposed pricing alternative. It includes the effects of improvements to the system and the costs of new road construction and any improvements to alternative modes. The evaluation here is on the aggregate effect, but information on distribution of costs and benefits will be provided for trip type (business, commuters, etc.), mode (HOV, SOV, etc.) and population segment (income and geographic location).

- Direct costs to develop and maintain, including equipment and road construction
- Costs to users - The evaluation here is on the total, system-wide user cost. Cost information will also be reported by segment of the population and the distribution of cost savings will be evaluated under "Equity" below.
- Benefits to users - Travel time savings (congestion reduction). The evaluation here is on the aggregate time savings. Distribution of effects by population segment will also be reported and evaluated under "Equity" (below).
- Safety

EQUITY

Examines the distribution of costs and benefits among various demographic, geographic and mode user groups to determine if disproportionate affects are borne by a particular population segment.

- Ability to pay for individuals and fairness to population groups
- Availability of transportation options and choices for individuals
- Fairness to various areas
- Fairness of cost assignment to businesses and commuters

CONFORMITY WITH LAND USE AND TRANSPORTATION PLANS AND POLICIES

Measures all land use and transportation effects including impacts on development patterns, compatibility with projected land uses and conformity with regional transportation goals.

- Regional growth and land use plans including Region 2040 Growth Concept and local Comprehensive Plans.
- Regional Transportation Plan measures such as use of alternative modes, vehicle miles traveled per capita, congested lane miles and average speeds.

SOCIETAL AND MARKET EFFECTS

Encompasses effects of an alternative outside of changes to the transportation system performance and includes effects on the environment, the economy and the neighborhood.

- Air quality
- Noise
- Energy
- Comprehensive economic impacts on employment, freight and commerce
- Effects on community/neighborhood/household consisting of traffic on local streets and visual impacts

PUBLIC ACCEPTANCE/POLITICAL FEASIBILITY

Final screen for each alternative at each stage of the evaluation. Covers the range of public acceptance issues.

- Public/Political acceptability, including general public, interest groups and decision makers.

Duplicate of info in 9/97 packet

MEETING REPORT
JPACT/MPAC/TRANSPORTATION PLANNING COMMITTEE WORKSESSION
JULY 16, 1997

The joint meeting of JPACT/MPAC and the Transportation Planning Committee was called to order by JPACT Chair Jon Kvistad for the purpose of reviewing the issues and components of the Regional Transportation Plan Update.

Committee members present included: Chair Kvistad and Susan McLain, Metro Councilors; Jill Thorn, Mayor of West Linn; Dick Benner and Jim Sitzman, DLCD; Bob Baker, Vancouver City Councilor; Royce Pollard, Mayor of Vancouver; Judie Stanton and Mel Gordon, Clark County Commissioners; Charlie Hales, City of Portland Commissioner; Jim Zehren, Citizen; Linda Peters, Washington County Commissioner; Rob Drake, Mayor of Beaverton; Craig Lomnicki, Mayor of Milwaukie; John Hartsock, Multnomah County Special Districts; Chuck Petersen, Clackamas County Special Districts; Bud Farm, Multnomah County Special Districts; Peggy Lunch, Washington County Citizen; David Widmark, City of Gresham Councilor; Jim Kight, City of Troutdale Councilor; Dave Yaden, Tri-Met; and Karl Rohde, Lake Oswego Councilor

Guests present included: Rose Besserman, City of Vancouver Commissioner; Jim Peterson, Multnomah Neighborhood Association; Jim Howell, AORTA; Scott Rice, Cornelius City Councilor; Dave Williams, ODOT; Steve Dotterrer and John Gillam, City of Portland; Sandra Doubleday, City of Gresham; Ken Zatarain, Tri-Met; Kristin Greene, Cogan Owen Cogan; Art Lewellan, LOTI; and Bruce Fukuji and Jim Daisa, Consultants

Staff present included: Mike Burton, Metro Executive Officer; Andy Cotugno; John Fregonese; Larry Shaw; Mike Hoglund; Tom Kloster; Mark Turpel; Rich Ledbetter; Pamela Peck; Lynn Peterson; Bill Barber; Allison Dobbins; Kim White; John Houser; Pat Emmerson; and Lois Kaplan, Recording Secretary

Media representation included: Gordon Oliver, The Oregonian

REGIONAL TRANSPORTATION FUNDING

Chair Kvistad announced that a meeting of the Portland area Regional Advisory Committee of the Oregon Transportation Initiative was being convened on Friday, July 18, at noon at ODOT's Region 1 office. Mayor Drake suggested there be a brief discussion at this meeting on the direction the region should follow after having experienced failure by the Legislature to enact a needed transportation funding measure. He noted that the broad funding package that was defeated was crafted to address many of the region's multi-modal transportation needs. He asked for discussion.

Chair Kvistad spoke of the potential of seeking a replacement measure for the regional funding program that failed to pass the

Legislature. He reported that, at its July 10 meeting, JPACT members had been asked to meet with their respective boards/ councils to seek consensus on whether to pursue a regional measure.

Commissioner Peters indicated she has been working with the Legislature on the counties' objectives. She reported that at the recent National Association of Counties meeting in Baltimore, the Oregon AOC members voiced strong agreement in support of a statewide effort for a county-by-county measure that would encompass a gas tax or vehicle registration fee increase. She noted that a follow-up conference call was scheduled for July 17.

Peggy Lynch, an MPAC member, cautioned members not to overlook the needs of the elderly and disabled community, hoping that a regional package would include such needs. The AOC focus was on road needs as opposed to use of flexible funds.

RTP UPDATE STATUS AND SCHEDULE

Andy Cotugno explained the interrelationships between the *Regional Transportation Plan* (RTP), the 2040 Growth Concept, and the *Framework Plan*. He noted that staff is midpoint in the process of developing an update of the RTP. The policy framework was adopted by resolution to serve as the guide in development of the rest of the RTP along with any Chapter 1 modifications. The RTP policy section serves as the transportation component of the *Framework Plan*.

Andy elaborated on the gaps relating to level-of-service between the RTP and the *Functional Plan*. He noted the local option in the *Functional Plan* of using something other than defined in the *State Highway Plan* or the *Regional Transportation Plan*. JPACT/ MPAC direction is also requested on how transit should perform and how big a transit system should be planned for. Highway and transit system scenarios dealing with level-of-service will be provided. Decisions will then be made to establish short and long-term priority projects for funding based on the available data.

Handouts included a 1997 RTP Update review schedule; a schedule of special RTP workshops; a summary sheet of key issues; system maps relating to motor vehicle classification, public transit, bicycle, pedestrian, freight and street design; the draft Alternatives Analysis findings, inclusive of an errata sheet; the *Creating Livable Streets* document prepared by Fehr & Peers Associates, Inc.; and *Transit Trends Over Time*, published by Metro.

In review of the system maps, it was emphasized that the first step has been taken with regard to geography; that there is more specificity in the regional street design guidelines (the kinds

of design characteristics that account for land use and function); and that street connectivity guidelines have been established for 8-20 street connections/mile.

The proposed system maps were reviewed and illustrated by Tom Kloster, RTP Project Manager, through means of a slide presentation. He noted that the purpose of the maps was to translate them into an RTP policy statement. The maps reflect the 2040 Growth Concept, set a long-range transportation vision, and provide the context for RTP projects. He emphasized the components of the various system maps, which included public transit, bicycle, pedestrian, freight, motor vehicle and street design.

In highlighting the maps, Tom noted that the pedestrian map illustrates where pedestrian travel is a large part of the potential mode split and focuses on areas that have high levels of pedestrian activity. The 2040 analysis map was used as the beginning point. When the local Transportation System Plans are updated, that information will also be reflected on the maps. The freight system map is focused on serving industrial and intermodal facilities via the main routes through the region and connector routes that tie them to that facility. The street design map focuses on linking land use and transportation and integrates all of the RTP system maps. Street design will be used to tie together all the different modes.

Commissioner Hales noted some omissions on the regional street design map relating to the River District (southeast of the Fremont Bridge) and south of Marquam (North Macadam) where the Portland City Council has adopted future street design plans. On the public transportation system map, he also noted the omission of the Central City streetcar project, which he felt should have been included. He also indicated that the regional bike system map should be the same as the citywide bikeways plan that has been adopted. Commissioner Hales felt that if a jurisdiction has advanced its agenda, it should be reflected on the regional system maps, deferring to the jurisdiction's initiative. In addition, he cited consideration of modes other than buses and light rail that could otherwise lead to potential confusion if the maps differ from that of the jurisdiction. Presiding Officer Kvistad responded that the maps are considered "drafts" and that any jurisdictional plans will be incorporated. He asked that City of Portland staff submit its plans to Metro staff.

Questions and issues raised during discussion included whether the projects identified on the maps are indicators of future investments; whether the system maps will be available for neighborhood meetings; whether or not commuter rail will be reflected on the maps in view of the fact that there are several such studies underway in the region; whether the needed funds for

alternative modes will be identified and tied to the goals of the region; the need to demonstrate good public involvement in this effort; and the lack of mention of whether there would be significant street design impacts on the infrastructure. Committee members asked whether a good quantity of maps would be available for presentations and discussions at neighborhood meetings.

Andy Cotugno indicated that there have been a number of rounds of local review with the jurisdictions and that Metro was seeking a broader comment/review period with the general public during the fall.

Tom Kloster responded that a few hundred maps will be printed but that computerized versions will also be available. He felt that the larger version maps were more useful. Approximately 300 plots were initially sent out to the jurisdictions. Tom suggested putting together a large version for jurisdictional presentations.

For the next agenda item, Bruce Fukuji, consultant and land use planner, graphically provided a slide overview of the *Creating Livable Streets* document. The document represents a set of guidelines to help local jurisdictions implement the street design policies in support of the 2040 Growth Concept and the *Regional Transportation Plan*. It is not adopted and is intended only to serve as a tool for improvement of existing streets and design of new ones. Bruce explained that the guidelines were organized into four areas: the street realm, the travelway realm, the pedestrian realm and adjacent land use. He noted that the handbook focuses on how to create a balance in providing multi-modal street design while maintaining the economic viability and livability of the region.

Jim Daisa, engineer and project manager, noted that the street design handbook represents guidelines, not standards, which will serve as a tool for street designers and engineers. The question was raised, and affirmed, as to whether local jurisdictions could choose 11 feet as opposed to 14 feet for design guidelines. Mayor Drake felt that policy-makers and staff need to break out of the mold and be creative, citing the expense of an 11-foot road compared to a wider one. Councilor McLain felt that attention should be paid to level-of-service and what is reasonable in terms of street design. She felt that it is not just a matter of prioritizing but making a commitment to the types of facilities that will carry out the land use goals. She felt it is Metro's role to facilitate and bring that information to the jurisdictions. Chair Kvistad felt the region needs to be sensitive in a positive way.

Commissioner Hales complimented the consultants on the *Creating Livable Streets* document and asked whether Metro's guidelines

would challenge the American Association of State Highway and Transportation Officials (AASHTO) guidelines. Jim Daisa stated that, from a traffic engineering standpoint, the guidelines are acceptable. Bruce Fukuji explained that the difference is the way in which the streets are being classified. Andy Cotugno clarified that individual designs vary and this handbook provides the flexibility for those ranges. A discussion followed on the different treatment for boulevards.

Andy Cotugno noted one of staff's concerns is that some of the direction staff hopes to pursue is not allowed by local standards. There is a disclaimer in the *Creating Livable Streets* document indicating that it does not represent a challenge to AASHTO guidelines. Andy noted that staff is trying to introduce the policy issues on how modes interrelate with land use.

Chapter 1 of the RTP describes the concepts and design classifications and the emphasis of pedestrians, motor vehicles and highways. Andy explained that priority criteria as opposed to standards could be another approach considered. Commissioner Hales felt it would be a healthy step to communicate that projects that improve mode split will get funded. In further discussion on AASHTO guidelines, it was noted that it may be necessary to reach out to the engineering community to determine what is appropriate for each respective area.

Conclusions from the Street Connectivity Study included:

- Congestion at arterial intersections reduced by 18 percent overall;
- Less local traffic occurred on arterials - short trips served by local system;
- Greater percentage of regional traffic on arterials;
- The greatest motor vehicle benefits occurred at 10-16 connections/mile;
- Effect on pedestrian/transit use; and
- Neighborhood livability.

Five case studies were selected with physical and operational constraints provided.

Tom Kloster indicated that staff has applied for a TGM grant for further study on design implications. Committee members cited the importance of follow-up study on impacts on individual neighborhood streets. It would involve comprehensive planning into existing urban areas. It was noted that if you provide

enough connections, you also disperse that traffic onto as many connections as you can.

Commissioner Peters asked that additional information be provided on case studies of real streets and real neighborhoods where connections were made, traffic calming was used, and the impacts of disbursement of that traffic. She felt it would be pertinent information for the neighborhoods.

Staff was asked whether the study looked at impact of street connectivity on mode split, and the response was negative. That issue, however, would be addressed in the proposed follow-up TGM study.

The draft Alternatives Analysis Findings document comprises a summary of the findings from the RTP Alternatives Analysis and is intended to be used to develop regional level-of-service policies and guide development of the RTP Preferred System. The general issues and the detailed issues are for current year conditions and what it will be for 2015 for potential highway/transit improvements.

Andy Cotugno referred committee members to Page 4 of the draft Alternatives Findings document to a matrix summarizing RTP AA modeling principles. The 2015 projections of growth reflect numbers from the 2040 Growth Concept. The traffic was scaled down to get to a 10 percent reduction in vehicle miles traveled per capita. The current RTP standard of LOS D results in a significantly congested system. The question of what is recognized as "significantly congested" requires further discussion. Andy asked for input on what committee members regard as the appropriate level-of-service for design of the system. Questions relating to cost and benefits are at issue. Value judgments need to be made on the service to be provided, whether the project is needed in the first place, whether better coverage is needed, and whether the cost is justified to get to a higher level-of-service. The question was also raised as to whether there could be two different levels-of-service in different circumstances. The high level-of-service option is called for by the current RTP. Andy illustrated the implications evolving from trying to get to certain levels-of-service (referencing Page 21 of the Draft Alternatives Analysis Findings report). He noted that, as you provide better service across the region, people drive farther and the non-SOV mode share goes down somewhat. There would be more VMT/capita than otherwise.

With regard to Issue 4 (Congestion and Auto Travel Time), different origin-and-destination locations were selected. Growth and interstate travel were taken into consideration in the I-205 corridor and freight traffic was included in the peak hour.

Andy also reviewed the issues related to transit. He spoke of a high level of transit usage (56-57 annual rides/capita) compared to similar transit districts nationwide. He spoke of higher usage over the last five years, noting that we have had an Urban Growth Boundary for 20 years. Portland is listed in the top one-third of its peer group in terms of efficiency of the transit system and it gets more productive over time. There is a major link between the 2040 land use pattern and the efficiency and use of the transit system. Andy noted that the non-SOV share is an aggregate number for all non-SOV modes.

Commissioner Hales asked what the effect would be on the transportation system as we continue to add capacity to the existing freeways rather than improving the pedestrian environment. He hoped that the information will graphically portray to people what those choices are.

Commissioner Peters acknowledged that one of the most significant findings is that, as you strive for the less congestion, you create additional capacity, drawing more traffic, which brings you back to the same level-of-service. She hoped the information would be used in a useful way -- other than assuming a 10 percent reduction. Commissioner Hales suggested illustrating a livability scenario, citing examples, to see how it would work.

Andy Cotugno suggested that the joint JPACT/MPAC/Transportation Planning Committee continue to meet at several milestones in the RTP Update planning process. He noted that the final chapter of the RTP is in progress and financial implications will be addressed. A final staff report is expected by the end of July.

Andy thanked everyone who generated the information for the RTP Update.

ADJOURNMENT

There being no further business, the worksession was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: JPACT Members
MPAC Members
Transportation Planning Committee Members